

Originally Processed With FOIA(s):
2005-0336-F

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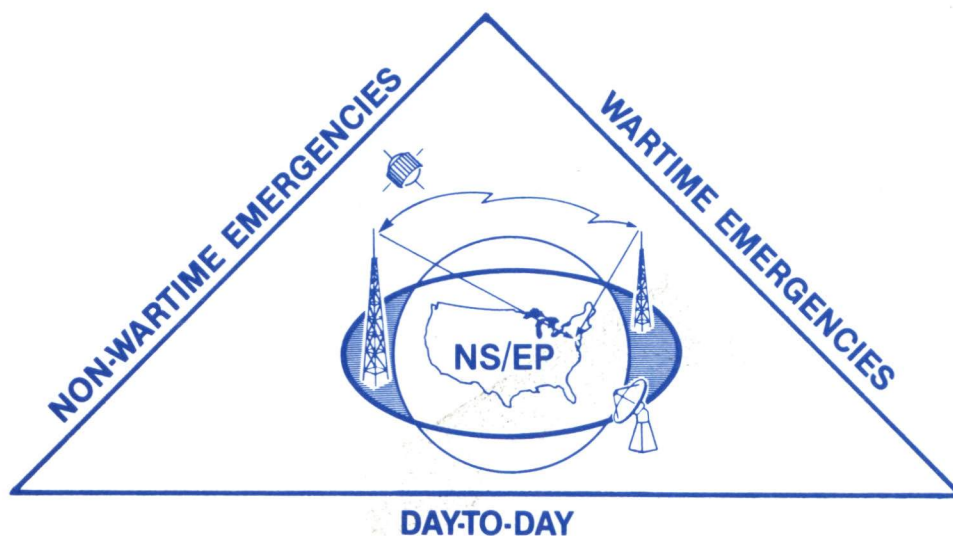
Record Group/Collection: George H.W. Bush Presidential Records
Collection/Office of Origin: Science and Technology Policy, Office of (OSTP)
Series: O'Neil, John F., Files
Subseries: Telecommunications Files

OA/ID Number: 62106
Folder ID Number: 62106-009

Folder Title:
National Security and Emergency Preparedness Telecommunications Management Overview

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**National Security
And
Emergency Preparedness
(NS/EP)
Telecommunications
Management Overview**



August 1989

**Office of the Manager
National Communications System
Washington, D.C. 20305-2010**

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PREFACE

In June 1985, the NCS Committee of Principals (COP) approved a comprehensive revision of Section J of the National Plan of Action on Emergency Mobilization Preparedness, which had been originally developed in response to National Security Decision Directive 47, "Emergency Mobilization Preparedness." As part of the revision process, the Plan of Action was retitled the "National Security Emergency Preparedness (NSEP) Telecommunications Plan of Action (NTPA)." Implementation Measure 7 of the new NTPA called for the development of an effective process for shifting telecommunications management from a non-emergency to an emergency status. Implementing Milestone 7e of the Measure provided for the development of NSEP telecommunications management guidelines to ensure an effective transition process.

The initial document developed in response to the NTPA milestone, "NSEP Telecommunications Management Overview (NCS 1440/1)," was presented to the NCS Council of Representatives (COR) for review and comment in April 1986. In response to COR comments, the Office of the Manager, NCS (OMNCS) began the process of revising the document. However, this process was subsequently suspended pending the promulgation of a revised/updated National Plan for Communications Support in Disasters and Major Emergencies, the development of the National Telecommunications Management Structure (NTMS) concept, and the revision of outdated national emergency response plans, e.g., Federal Emergency Plan D.

The original overview document has now been extensively revised to reflect the provisions of new and revised plans for overall Federal Government emergency responses and for telecommunications emergency responses. The current document addresses Day-to-Day and Non-Wartime Emergency management and response capabilities as well as the NTMS Wartime Emergency capability. The document also outlines how the functional approach to "domestic emergencies of national significance" and "national security emergencies" mandated by the Executive Office of the President, will be implemented in the area of telecommunications. It is anticipated that the document will provide the national security and emergency preparedness (NS/EP) telecommunications community with the overall conceptual framework needed for understanding and implementing plans and initiatives aimed at the enhancement of response capabilities, e.g., mobilization management improvements and the implementation of the NTMS.

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1.0 INTRODUCTION

1.1 Purpose

The purpose of this document is to provide an overview of Federal Government national security and emergency preparedness (NS/EP) telecommunications response plans across the spectrum of emergency situations, including domestic as well as national security emergencies. The document describes the overall framework established for emergency management and response by the National Communications System (NCS) and offers a general description of response plans for the major types of operating conditions identified in Executive Order 12472, "Assignment of National Security and Emergency Preparedness Telecommunications Functions."

1.2 Scope

In accordance with the NS/EP telecommunications objectives defined in Executive Order 12472, "Assignment of National Security and Emergency Preparedness Telecommunications Functions," this document addresses Federal NS/EP telecommunications responses for "all circumstances, including crisis or emergency, attack, recovery and reconstitution."

1.3 References

The following documents provide the basis for the Federal Government NS/EP telecommunications response activities and capabilities described in this overview:

- a. Communications Act of 1934, as amended (47 U.S.C. 151 et. seq.)
- b. Disaster Relief Act of 1974 (42 U.S.C. 5121 et. seq.)
- c. Executive Order 12472, "Assignment of National Security and Emergency Preparedness Telecommunications Functions," April 3, 1984
- d. 47 Code of Federal Regulations (CFR) 202, "Emergency Preparedness Planning and Execution" (currently being revised).
- e. National Coordinating Center (NCC) Operating Charter, 1985, and NCC Operational Guidelines, 1984
- f. Joint Telecommunications Resources Board (JTRB) Standard Operating Procedures, January 18, 1989
- g. Joint Telecommunications Resources Board (JTRB) Interim Response and Coordination Procedures, February 11, 1988.

- h. National Plan for Telecommunications Support in Non-Wartime Emergencies, 1987
- i. National Telecommunications Management Structure (NTMS) Implementation Concept (U), 1987¹
- j. Memorandum from Chairman Pro Tempore, Domestic Policy Council, January 19, 1988, Subject: "National System for Emergency Coordination (NSEC)"
- k. Memorandum from Assistant to the President for National Security Affairs, June 27, 1988, Subject: "Functional Response to National Security Emergencies"
- l. Office of the Manager, NCS (OMNCS) Description of Telecommunications Mobilization Management Structure, April 1988 (Appendix to Joint TIM Group Report on Government and Industry Mobilization Management Structure, September 1988)

1.4 Definition

The principal objective of Federal NS/EP telecommunications response activities is the satisfaction of Federal Government NS/EP telecommunications requirements under all circumstances. The following generic definition² has been developed by the Manager, NCS, and approved by the NCS Committee of Principals (COP) and the Executive Office of the President (EOP):

National security emergency preparedness (NSEP) telecommunications are telecommunication services which are used to maintain a state of readiness or to respond to and manage any event or crisis (local, national, or international) which causes or could cause injury or harm to the population, damage to or loss of property, or degrades or threatens the national security emergency preparedness posture of the United States.

¹Approved by the White House on July 11, 1988.

²National Security Emergency Preparedness Telecommunications Definitional Framework, NCS Document 327/1, August 1985.

Two specific categories of telecommunications fall within the above definition: "Emergency NS/EP Telecommunications Services" and "Essential NSEP Telecommunications Services."³

³National Security Emergency Telecommunications Definitional Framework, 1985, and NSEP Telecommunications Procedures Manual, 1987, Section VIII.A.1 and Section VIII.A.2. See Appendix A.

2.0 BACKGROUND

Major steps toward the establishment of a coordinated Federal Government response capability for emergency telecommunications were taken with the creation of the NCS by Presidential Memorandum in 1963 and the subsequent promulgation of national plans for communications support in emergencies/major disasters and for telecommunications management under war emergency conditions.⁴

These plans provided for the performance by the NCS of functions required for the emergency management of telecommunications facilities owned or leased by the Federal Government. Consistent with applicable statutory authorities and implementing regulations, the Department of Commerce (DOC) continued to be responsible for managing radio frequencies used by the Federal Government, and the Federal Communications Commission (FCC) continued to be responsible for non-Federal Government telecommunications services and facilities. However, general provisions were incorporated in these plans for consultation and coordination, at the national and regional levels, with the FCC and commercial providers of telecommunication services and facilities.

Overall guidance for national emergency telecommunications activities was provided by responsible officials⁵ within the EOP with support from the Manager, NCS; the Chairman, FCC; and the DOC. To ensure that operational decisions were made at the proper level, a decentralized Federal Government structure was established to support the performance of key functions - damage assessment, identification and prioritization of requirements, resource allocation, and service restoration - on an exception basis. At the national level, the Manager, NCS, provided for the performance of the emergency telecommunications coordination and response activities assigned to the NCS. Emergency telecommunications planning and response capabilities were established in the 10 Standard Federal Regions by the Administrator of the General Services Administration (GSA).

The national and regional level response functions and activities provided for in the early plans were to be carried out by staff personnel

⁴"National Plan for Communications Support in Emergencies and Major Disasters" and "Telecommunications Management Plan for Annex C-XI (Telecommunications) of Federal Emergency Plan D."

⁵Originally the Director of the Office of Telecommunications Management (OTM), later the Director of the Office of Telecommunications Policy (OTP), and currently the Director of the Office of Science and Technology Policy (OSTP).

from the NCS member organizations⁶ and the Office of the Manager, NCS (OMNCS). In non-wartime emergencies, regional emergency telecommunications coordination and response activities were carried out in support, and under the direction, of a Senior Federal Emergency Management Agency (FEMA) Official appointed by the Director, FEMA, or a Federal Coordinating Officer appointed by the President. In these emergencies, coordination and response activities at the national level were conducted only as needed to support regional activities. In wartime emergencies, regional NS/EP telecommunications management functions were to be performed, on an as-needed basis, at the direction of the Manager, NCS.

In 1984, Executive Order (EO) 12472 consolidated and clarified the assignment of national security and emergency preparedness telecommunications functions. The mission, structure, and functions of an expanded NCS⁷ were formally defined, and specific non-wartime national security emergency preparedness (NS/EP) telecommunications functions were assigned to the National Security Council (NSC) and the Director of the Office of Science and Technology Policy (OSTP). The EO also provided for the establishment of two new coordination and response mechanisms - the Federal interagency Joint Telecommunications Resources Board (JTRB) and the joint Telecommunications Industry-Federal Government National Coordinating Center (NCC). These mechanisms, together with the National Telecommunications Management Structure (NTMS) subsequently established by the NCS, are designed to ensure the following:

- o An orderly flow of authoritative management and response information and guidance
- o The coordination, at the national level, of Telecommunications Industry and Federal Government responses to Federal NS/EP telecommunication requirements
- o The survivability and endurability of national telecommunications management and response capabilities

⁶Prior to the expansion of the NCS in 1984, the members were: Department of Defense, Department of State, Department of Commerce, Department of Interior, Department of Transportation, Department of Energy, Central Intelligence Agency, Federal Emergency Management Agency, General Services Administration, National Aeronautics and Space Administration, and the United States Information Agency.

⁷The 23 current member entities of the NCS are identified in Appendix B.

In 1985, intensive efforts were begun at the national level to replace the fragmented and outdated emergency response plans of the 1960s and 1970s, and to establish a new framework for Federal Government emergency response and coordination. The fundamental feature of the new framework is the use of functional groups for the coordination of emergency responses. The groups are headed by a lead agency/organization and are to be composed of representatives of Federal departments and agencies with key responsibilities and authorities in the specific functional areas. Within the functional areas, emergency response activities are to be coordinated on an as-needed basis. Overall guidance and direction is to be provided, also on an as-needed basis, by a national coordinator designated by the President.

As currently defined, the functional areas for emergency response and the lead agencies assigned to specific areas⁸ are as follows:

- o Economics/Economic Affairs - Department of Treasury
- o Energy - Department of Energy
- o Human Services - Department of Health and Human Services
- o Legal and Law Enforcement - Department of Justice
- o Telecommunications/Communications - OSTP/NCS
- o Transportation - Department of Transportation

Other functional areas and lead agencies may be identified as appropriate.

This decentralized coordination and response structure is designed to:

- o Ensure that the experience and expertise of the responsible Federal departments and agencies are brought to bear across the spectrum of emergencies
- o Facilitate consultation and coordination with counterpart State and local officials
- o Enable the Federal Government to respond rapidly, flexibly, and effectively to a wide range of potential domestic and national security emergencies

⁸The functional areas for domestic emergencies of national significance are identified in the "National System for Emergency Coordination Memorandum" of January 19, 1988; the functional areas for national security emergencies are identified in the "Functional Response for National Security Emergencies" Memorandum of June 27, 1988.

For major domestic emergencies, the functional groups conduct their activities within the National System for Emergency Coordination (NSEC) established by the Domestic Policy Council.⁹ For national security emergencies, an effort has been initiated by the NSC and FEMA to develop a National Security Emergency Plan with a functionally-oriented structure "as a companion approach" to the NSEC.¹⁰ In April 1988, this effort was designated by the White House as one of seven NS/EP priorities.¹¹

Although an effective structure for interagency NS/EP telecommunications coordination and response is already in place by virtue of EO 12472, the OMNCS has worked closely with the EOP to ensure that NS/EP telecommunications coordination and response plans and processes are consistent and compatible with the NSEC and the functional approach for national security emergency response.

⁹Memorandum from Chairman Pro Tempore, Domestic Policy Council, January 19, 1988.

¹⁰Memorandum from Assistant to the President for National Security Affairs, June 27, 1988.

¹¹Memorandum from Assistant to the President for National Security Affairs, April 27, 1988, Subject: National Security Emergency Preparedness (NS/EP) Priorities.

3.0 FRAMEWORK FOR NS/EP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE

The fundamental concepts of the earlier emergency telecommunications management and response plans--decentralization and bottom-up coordination and response--continue to provide the principal basis for the performance of Federal Government NS/EP telecommunications management and response functions. However, by virtue of the provisions of EO 12472, new national level mechanisms permit the concerted and timely exercise of NS/EP telecommunications management and response authorities and responsibilities and thus help to ensure a smooth and effective transition from non-emergency to emergency status across a spectrum of emergency conditions. The effectiveness of both the old and new mechanisms has been further enhanced by their integration within a comprehensive framework for NS/EP telecommunications management and response. Within this overall framework, the Director, OSTP, and the interagency NCS perform their NS/EP telecommunications management and response activities and carry out their functional area responsibilities for major domestic and national security emergencies.

Within this NS/EP telecommunications management and response framework, critical decisions continue to be made, and key functions performed, at the lowest level possible. The new response mechanisms are used primarily to monitor and respond to critical Federal Government NS/EP telecommunications requirements at the national level and to support regional response activities on an as-needed basis. Since both national and regional activities must be conducted in conformance with applicable Federal Government authorities, the primary focus of NS/EP telecommunications management and response activities in most emergency situations is coordination. Direct management of national telecommunications resources would be undertaken only under the most extreme conditions, i.e., war or threat of war. NS/EP telecommunications management and response elements are, therefore, activated and employed on an incremental basis in response to increasing requirements.

This incremental or "step" process ensures that principal reliance is placed on those elements that are responsible for NS/EP telecommunications planning, coordination, and readiness on a day-to-day basis, i.e., the NCC, the OMNCS, and the regional emergency communications planners. However, it also ensures that additional mechanisms and resources, i.e., the JTRB, the NTMS, and NCS member assets, can quickly and effectively be called upon to respond to national needs as necessary. This concept is reflected in the National Plan for Telecommunications Support in Non-Wartime Emergencies (1987), the NTMS Implementation Concept (1987), and the OMNCS Description of Telecommunications Mobilization Management Structure (1988).

Consistent with the flexible framework developed for NS/EP telecommunications management and response, the step process provides for the activation of the Telecommunications Functional Group on a contingent

basis. The JTRB serves as the Telecommunications Functional Group when the NSEC is activated or when the national security emergency response structure is activated for non-wartime emergencies.¹² In such situations, the NCC provides support for, and operates at the direction of, the Telecommunications Functional Group. During war emergencies, the NCC serves as the Telecommunications Functional Group. If the NCC is not able to operate, the NTMS Regional Coordinating Center (RCC) designated as the alternate NCC would serve as the Telecommunications Functional Group. The NTMS thus ensures functional continuity under wartime emergency conditions.

3.1 Management and Response Elements

Consistent with the decentralized nature of the underlying concept, there are three distinct levels of NS/EP telecommunications management and response activity:

- o National policy guidance and direction
- o National management and response operations
- o Regional management and response operations

These levels reflect the different roles performed by various elements within the overall framework for NS/EP telecommunications management and response. The joint nature of NS/EP telecommunications activities is also highlighted by the inclusion of Telecommunications Industry elements. The key management and response elements are identified in Table 1, and graphically portrayed in Figure 1.

A general description of NS/EP telecommunications management and response elements and their respective roles and responsibilities is provided below. Specific roles, functions, and activities under various operating conditions are described in more detail in Sections 4, 5, and 6. Guidelines for the initiation and termination of the Non-Wartime and Wartime Emergency operating conditions are provided in Section 7, "Transition Guidelines."

3.1.1 National Policy Guidance and Direction

The NS/EP telecommunications management and response planning and oversight functions of the EOP are defined in Section 2 of EO 12472.

¹²JTRB Standard Operating Procedures and guidance provided by the Director, OSTP.

TABLE 1
NSEP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE ELEMENTS

LEVEL	ELEMENT
<i>National Policy Guidance and Direction</i>	• National Security Council • Director, Office of Science and Technology Policy • Joint Telecommunications Resources Board • Executive Agent, NCS
<i>National Response Management</i>	• National Communications System – Manager, NCS – Office of the Manager, NCS – Joint Industry-Government National Coordinating Center – NCS Member Organizations
<i>Regional Response Management</i>	• Regional GSA Staff • Regional Telecommunications Specialists from Other Federal Agencies • Representatives of regional/local telecommunications service providers

3.1.2 National Management and Response Operations

The NS/EP telecommunications management and response functions of the NCS, the NCC, and the NCS member organizations are defined in EO 12472 and, more specifically, in NS/EP telecommunications plans and procedures. The NCS as a whole assists the President, the NSC, and the Director, OSTP, in (a) the exercise of their non-wartime and wartime NS/EP telecommunications functions and responsibilities and (b) the coordination of the planning for and provision of Federal Government NS/EP telecommunications under all circumstances. Consistent with these responsibilities, the NCS also serves, together with OSTP, as the lead agency for telecommunications in domestic and national security emergencies. The NCS COP, which is composed of representatives of the 23 member organizations of the NCS, serves as the interagency forum for the review and coordination of NS/EP telecommunications programs and activities, including the development and implementation of NS/EP telecommunications response plans and procedures. The constituent elements of the NCS perform the following management and response functions.

3.1.2.1 Manager, NCS, and Office of the Manager, NCS (OMNCS). The Manager, NCS, supported by the OMNCS, serves as the chair of the NCS COP and a member of the JTRB. Through the OMNCS, the Manager, NCS, implements and administers approved NS/EP telecommunications response plans and procedures, including priority and preference systems, in consultation with the NCS COP and the FCC.

The OMNCS also provides operational support for the performance and coordination of Federal Government NS/EP telecommunications management and response activities at the national level and may, upon request, provide assistance for Federal regional level NS/EP telecommunications management and response activities. In addition, the Manager, NCS, and the OMNCS serve as a focal point for joint industry-government planning, working with major telecommunications service, equipment, and integration companies through the National Security Telecommunications Advisory Committee (NSTAC).

3.1.2.2 National Coordinating Center (NCC). The joint industry-government NCC, mandated by EO 12472 and established by the NSTAC and the NCS, assists in the initiation, coordination, restoration, and reconstitution of NS/EP telecommunication services and facilities. The NCC is composed of resident and nonresident representatives of telecommunications industry entities and the NCS. It operates in accordance with the provisions of the NCC Operating Charter and carries out its activities under the day-to-day operational coordination of a Federal Government official, the Manager, NCC, who is also the NCS Assistant Manager for Emergency Preparedness. The Manager, NCC, in turn, reports to the Manager and Deputy Manager, NCS. The NCC serves as the Telecommunications

Functional Group when the national security emergency response structure is activated in wartime emergencies.

3.1.2.3 NCS Member Organizations. All Federal departments and agencies are required by EO 12472 to prepare policies, plans, and procedures covering telecommunication facilities, services, and equipment under their Day-to-Day management or operational control in order to maximize their capability to respond to the NS/EP needs of the Federal Government. The telecommunications assets of the entities represented on the NCS COP are part of the NCS. These entities, as member organizations of the NCS, are responsible for assisting the President, the NSC, and the Director, OSTP, in the exercise of their non-wartime and wartime telecommunications functions and responsibilities and the coordination of the planning for and provision of Federal Government NS/EP telecommunications under all circumstances. In addition, EO 12472 assigns specific NS/EP telecommunications functions to certain NCS member organizations as follows:

- o Department of Commerce (DOC) - Crisis or emergency radio spectrum assignments, priorities, and allocations for the Federal Government;
- o Federal Emergency Management Agency (FEMA) - Telecommunications to support assigned emergency management responsibilities, State and local government advice and assistance, management oversight for the Emergency Broadcast System (EBS), and private radio licensee advice and assistance;
- o Department of State (DOS) - Telecommunications for diplomatic activities;
- o Department of Defense (DOD) - Military telecommunications support and telecommunications security and protection;
- o Department of Justice (DOJ) - Legal review of NS/EP telecommunications policies, plans, or procedures as requested;
- o Central Intelligence Agency (CIA) - Telecommunications support for intelligence activities;
- o General Services Administration (GSA) - Federal Government domestic NS/EP telecommunications requirements; and
- o Federal Communications Commission (FCC) - Regulatory oversight and assignment of radio frequencies to Commission licensees.

3.1.3 Regional Management and Response Operations

GSA officials in the Federal regions develop NS/EP telecommunications management and response plans in accordance with national policy guidance and direction provided by the NSC and OSTP and planning guidance provided by the Administrator, GSA; the Director, FEMA; and the Manager, NCS. The regional GSA staff works closely with counterpart State and local officials and with representatives of telecommunications service providers in the region.

Regional GSA staff members also carry out, as necessary, regional telecommunications management and response operations, e.g., assessing damage, identifying NS/EP telecommunications service requirements, and coordinating and expediting requests for emergency telecommunications services. They are assisted under emergency conditions by regional telecommunications specialists from Federal agencies present in the region and representatives of commercial telecommunications service providers. Supplementary assistance could be provided by the OMNCS.

Under emergency conditions, the regional GSA staff may also lead regional telecommunications functional groups that would be composed of representatives of those Federal agencies present in the regions and be assisted by representatives of telecommunications service providers operating in the regions. These regional functional groups coordinate NS/EP telecommunications management and response activities in the regions, working in conjunction with other regional functional area groups and regional coordinators designated by Director, FEMA, or the President.

3.2 NS/EP Telecommunications Operating Conditions

EO 12472, Section 1(b), provides for coordination of the planning for and provision of NS/EP telecommunications under all circumstances, including crisis or emergency, attack, recovery, and reconstitution. However, the statutory authorities that govern Federal Government NS/EP telecommunications management and response activities vary according to circumstance. Federal Government NS/EP telecommunications management and response capabilities, plans, and procedures must therefore be designed to ensure they are consistent and compatible with the authorities applicable to particular circumstances.

Accordingly, the three general operating conditions that provide the framework for the assignment of NS/EP telecommunications functions in EO 12472 are used for NS/EP telecommunications management and response planning purposes: Day-to-Day¹⁵; Non-Wartime Emergency; and Wartime

¹⁵-----
The term "Day-to-Day" reflects the essential focus of Section 2(c) of EO 12472, entitled "Planning and Oversight Responsibilities."

Emergency. The kinds of emergency situations included in each of the three EO 12472 operating conditions are shown in Figure 2. Also shown in Figure 2 are the relationships between (1) the EO 12472 operating conditions and the two broad types of emergencies--domestic and national security--established by the EOP, and (2) the EO 12472 operating conditions and the emergency periods used in the NS/EP telecommunications requirements and architecture efforts (i.e., peacetime, crisis/mobilization, late trans-attack, and early post-attack).

3.2.1 Day-to-Day

The Day-to-Day operating condition is the normal or baseline operating condition. The primary focus of NS/EP telecommunications activity in this operating condition is the effective execution of the non-emergency planning, oversight, and coordinating activities necessary to ensure the effective provision of NS/EP telecommunications under all circumstances. These activities include developing emergency management and response plans and procedures; training, testing, and exercising; monitoring the status of the public switched networks (PSNs); and transmitting, as necessary, any relevant warning and alerting information.

In addition, local/regional natural or technological disasters/emergencies or other discrete emergency situations may create the need for intensified monitoring of the status of NS/EP telecommunications or for action at the national level to expedite the provisioning or restoration of certain NS/EP telecommunications services. Such emergency situations may include critical situations having the potential for developing into a FEMA Extraordinary Situation, Presidentially Declared Emergency/Disaster¹⁶, or National Emergency¹⁷ as well as other events with the potential for creating the need for extraordinary telecommunications support. Federal Government attention and response may thus be warranted. The following potential emergency situations could involve telecommunications damage or congestion:

- a. Natural disasters (such as hurricanes, tornadoes, floods, earthquakes, earth slides, blizzards, and tidal waves), and critical situations (such as fire, explosions, epidemics, civil disturbances, hazardous materials accidents, and power blackouts)

¹⁶See Section 3.3.2 of this document for definitions of FEMA Declared Extraordinary Situations and Presidentially Declared Emergencies and Major Disasters.

¹⁷As declared by the President in accordance with the National Emergencies Act.

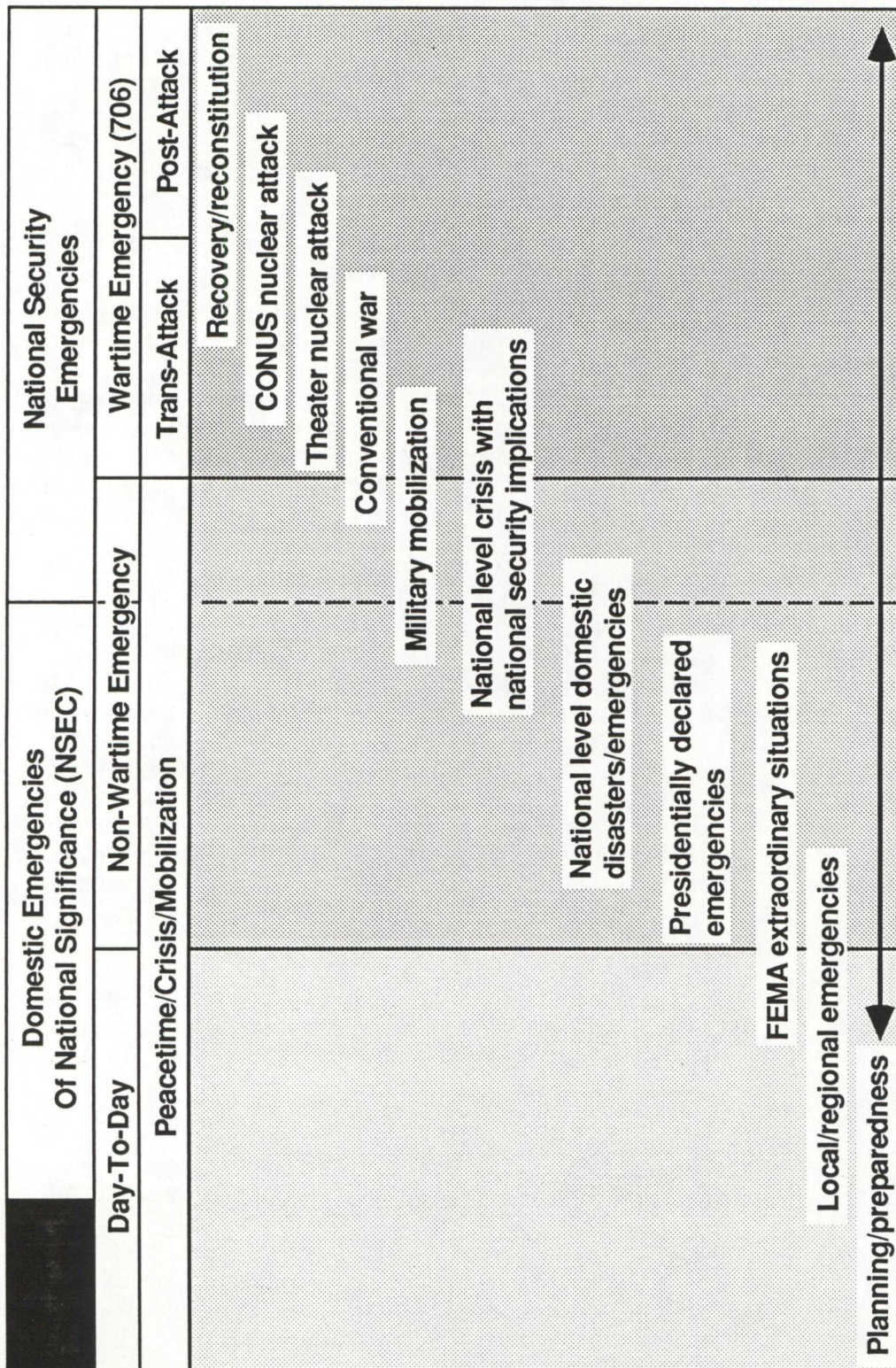


FIGURE 2
NSEP TELECOMMUNICATIONS OPERATING CONDITIONS

- b. Major failures or disruptions of overseas transmission systems or international services
- c. Situations where unusual events create regional or national concern and confusion with the result that abnormal telecommunications traffic patterns or congestion develop for an extended period
- d. Sabotage of major communications installations or facilities
- e. Major industry work stoppages with the potential to significantly affect telecommunications operations
- f. Significant curtailments in service on Government telecommunications networks or facilities due to technical or operational problems, or traffic situations
- g. Extreme catastrophic technological, natural, or other domestic emergencies of national significance in response to which the resident has activated the NSEC.¹⁸

Although these situations may not singly or collectively warrant or permit formal FEMA action or a Presidential Declaration, they may create requirements for services and capabilities that are beyond the normal procedures and/or capabilities of individual Government agencies or commercial carriers. They may thus have special significance for NS/EP telecommunications and give rise to a need for Federal response.

3.2.2 Non-Wartime Emergency

The Non-Wartime Emergency operating condition encompasses a broad range of both domestic and national security emergency situations that could significantly impact NS/EP telecommunications and thus require, and permit, concerted Federal NS/EP telecommunications management and response activity. In these situations, Federal assistance efforts and/or unusual demands for communication services may generate telecommunications requirements that exceed existing capabilities. A higher level of readiness for emergency management and response is thus required at the national level, and response operations may be initiated in accordance with national and regional plans and procedures, such as the Federal Radiological Emergency Response or Catastrophic Earthquake Plans.

The Non-Wartime Emergency operating condition is initiated by officials acting in accordance with applicable statutes, regulations, or plans. When the situations listed in Section 3.3.1 do not require Federal

¹⁸JTRB Standard Operating Procedures

response nor warrant a formal Presidential or FEMA Declaration, NS/EP telecommunications response activities are carried out in the Day-to-Day mode. However, The Director, OSTP, may determine that the situation constitutes a "telecommunication emergency" and that Federal response is required.¹⁹ In such cases, the Director may, in consultation with the JTRB and the Manager, NCS, authorize the initiation of Non-Wartime Emergency operations in the absence of a formal emergency declaration.

In addition, the following emergency situations would require concerted Federal Government management and response activity and thus trigger the Non-Wartime Emergency operating condition for telecommunications:

- a. FEMA Extraordinary Situations
- b. Presidentially Declared Emergencies and Major Disasters
- c. Extreme catastrophic technological, natural, or other domestic disasters of national significance in which the National System for Emergency Coordination (NSEC) is activated by the President
- d. Presidential action in response to national security emergencies, short of declared war or nuclear attack upon the United States, that degrade or threaten to degrade the national security of the United States, including natural or technological disasters/emergencies with national security implications and the mobilization of U.S. armed forces or defense industrial resources in response to an external military threat.

A FEMA Extraordinary Situation is any situation that in the judgment of the FEMA Director, has unique national significance and requires coordination of the Federal presence.²⁰ These Extraordinary Situations may not necessarily, however, lead to Presidentially Declared Emergencies or Major Disasters.

¹⁹JTRB Standard Operating Procedures

²⁰Any situation which, in the judgment of the FEMA Director, has unique national significance and requires coordination of the Federal presence. The term includes a radiological incident or disaster, catastrophic hazardous material situation, catastrophic man-made emergency, a major civil disturbance having national significance, and response to an incident associated with a special event such as a political, sports, or entertainment extravaganza. National Plan for Telecommunications Support, p. 4.

Presidentially Declared Emergencies²¹ or Major Disasters²² may result from a range of catastrophes defined in Public Law 93-288. These are catastrophes that, in the determination of the President, cause damage of sufficient severity and magnitude to require Federal emergency assistance to supplement State and local efforts and resources.

In the case of an extreme domestic emergency with national, as opposed to State or regional, significance, the EOP official responsible for Cabinet Affairs will consult with the NSC and appropriate Executive Branch departments and agencies to develop for consideration by the President specific action plans for Federal responses. The President may then activate the National System for Emergency Coordination (NSEC).

The President may also, as Chief Executive and Commander-in-Chief, take specific action in response to natural or technological disasters/emergencies that degrade or threaten to degrade national security. Such actions may or may not involve the formal declaration of a National Emergency²³. In the case of telecommunications, Non-Wartime Emergency operations would be activated by the Director, OSTP, at the direction of the President or the President's authorized designee, i.e., a national coordinator for national security emergency response.

In response to an international crisis or external military threat, the President in his capacity as Chief Executive and Commander-in-Chief may take action to call up military reserve units or to increase the production of critical military/defense materials and equipment. In such situations

²¹"Emergency" means any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other catastrophe in any part of the United States which requires Federal emergency assistance to supplement State and local efforts to save lives and protect property, public health and safety or to avert or lessen the threat of a disaster.

²²"Major disaster" means any of the above catastrophes "which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the [Disaster Relief] Act, above and beyond emergency services by the Federal Government, to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

²³As provided for in the National Emergencies Act (50 U.S.C. 1601)

the President may take action on the basis of certain standing emergency authorities, e.g., the Defense Production Act, or may formally declare a National Emergency in order to facilitate emergency responses. These actions may not necessarily, however, lead to a declaration of war or invocation of the President's telecommunications war emergency powers under the Communications Act of 1934. In the case of telecommunications, Non-Wartime Emergency operations would be activated by the Director, OSTP, at the direction of the President or the President's authorized designee, i.e., a national coordinator for national security emergency response.

3.2.3 Wartime Emergencies

The third NS/EP telecommunications operating condition encompasses situations in which a national telecommunications management and response capability must exist to support critical national security needs and functions, i.e., attack, war or threat of war, recovery, and reconstitution. In these situations, the President may invoke some or all of the war emergency powers granted in Section 706 of the Communications Act of 1934. Approved plans and procedures for Federal Government management of national telecommunications resources would also be implemented, and the NTMS would be deployed and activated. Such actions would enable the Federal Government to direct the use of national telecommunications resources in accordance with national needs and priorities.

3.3 NS/EP Telecommunications Management and Response Support Capabilities

In carrying out NS/EP telecommunications response activities, the NCS relies primarily on the telecommunications assets owned or leased by its member organizations and the extensive resources of the U.S. Telecommunications Industry. In addition, the following capabilities have been, or are currently being, developed by the NCS to support NS/EP telecommunications management and response operations:

- o NS/EP Telecommunications Procedures and Restoration Priority (RP) System
- o Telecommunications Service Priority (TSP) System
- o Emergency Preparedness Management Information System (EPMIS)
- o Shared Resources High Frequency Radio Program (SHARES)
- o National Level NS/EP Telecommunications Programs, i.e., the Nationwide Emergency Telecommunications Service (NETS), Commercial

Network Survivability (CNS), and Commercial SATCOM Interconnectivity (CSI) programs,

- o National Telecommunications Coordinating Network (NTCN)

The anticipated use of these support capabilities in the three NS/EP telecommunications operating conditions is discussed below and graphically portrayed in Figure 3.

3.3.1 NS/EP Telecommunications Procedures and Restoration Priority (RP) System

The NS/EP Telecommunications Procedures and the NCS/FCC Restoration Priority (RP) System currently provide for the provisioning and restoration of certain NSEP telecommunications services. The Procedures, which are detailed in the NS/EP Telecommunication Procedures Manual (1987), establish two qualifying categories for the invocation of NS/EP--"Emergency" and "Essential" telecommunications services²⁴. The Procedures also establish a four-step process for expediting NS/EP service initiation or restoration²⁵ and provide the rationale and justification for expediting service initiation or restoration. Following the determination of whether the telecommunications service requirement qualifies for designation as NS/EP, a properly authorized Federal Government official declares that NS/EP treatment is necessary to satisfy the requirement. Industry or Government may then obtain confirmation that the service requirements was properly identified and/or invoked. Finally, the NS/EP telecommunications service is initiated or restored.

The NCS/FCC RP System established a uniform system of priorities for the restoration of vital common carrier provided, intercity, private line telecommunications services during emergency situations. The rules and regulations governing this System were contained in Title 47 of the Code of Federal Regulations. The RP System applied only to intercity private line services and does not address the provisioning of telecommunications services. To remedy these and other deficiencies, the NCS and the FCC are in the process of implementing a new Telecommunications Service Priority (TSP) for NS/EP telecommunications.

3.3.2 Telecommunications Service Priority (TSP) System

When fully developed and implemented, the TSP System will replace both the existing NS/EP Telecommunications Procedures and the old RP System, and

²⁴See Appendix A for definition of "Emergency" and "Essential."

²⁵The Procedures apply primarily to provisioning since restoration is provided for in RP System rules and regulations.

Support Capabilities	Operating Conditions				
	Domestic Emergencies of National Significance (NSEC)		National Security Emergencies		
	Day-To-Day	Non-War-time Emergency	War-time Emergency (706)		
	Peacetime/Crisis/Mobilization		Trans-Attack	Post-Attack	
PSN/ Private Line					
NSEP Telecom Procedures					
TSP					
EPMIS					
SHARES					
NLP					
NTCN					

FIGURE 3
NSEC TELECOMMUNICATIONS MANAGEMENT AND RESPONSE
SUPPORT CAPABILITIES AND OPERATING CONDITIONS

provide a new regulatory, administrative, and operational framework for authorizing and providing for the priority treatment of NS/EP telecommunications services. Within this framework, telecommunications service providers can initiate, restore, or otherwise act on a priority basis to ensure effective NS/EP telecommunications services. This system of TSP assignments will thus help to ensure that those services that have been determined, on the basis of TSP criteria and categories, to be the most critical to NS/EP will be initiated or restored on a priority basis.

3.3.3 Emergency Preparedness Management Information System

The EPMIS is being developed as an information processing and decision support tool for NS/EP telecommunications management and response. When fully developed and implemented, the system is to be composed of the national level EPMIS, regionally-deployed national level EPMIS components, and regional level EPMIS components. The national level and regionally-deployed components will facilitate the monitoring of regional and interregional emergencies by the OMNCS. The regional level components will provide regional NS/EP telecommunications officials with a set of automated tools, compatible with the national level EPMIS, to assist them in supporting localized emergencies without the direct involvement of the OMNCS. The national level EPMIS is a management tool designed to assist the Manager, NCS, in allocating telecommunications resources to restore NS/EP telecommunications, e.g., a key EPMIS function maps surviving national telecommunications resources to telecommunications service requests.

3.3.4 Shared Resources High Frequency Radio Program (SHARES)

The SHARES High Frequency (HF) Radio Program and supporting SHARES HF Radio Network comprise a nationwide collection of existing Federally controlled and affiliated HF radio assets that will handle emergency messages for any Federal entity during a crisis or emergency. The HF radio resources supporting the SHARES Network are identified and volunteered by the Federal entities and included in a nationally distributed SHARES HF Radio Program Directory. Following standard radio operating and message formatting procedures, participating stations agree to process essential communications for other SHARES participants as long as it does not interfere with the operation of the station or its mission. The SHARES capability is further described in the "Shared Resources High Frequency Radio Program Concept of Operations" (1986).

3.3.5 National Level NS/EP Telecommunications Programs

Three national level NS/EP telecommunications programs are being developed and implemented within the framework of the overall National Level NS/EP Telecommunications Program (NLP): the Nationwide Emergency

Telecommunications Service (NETS), the Commercial Network Survivability (CNS) program, and the Commercial SATCOM Interconnectivity (CSI) program.

NETS is being designed to enhance the survivability and increase the probable connectivity of surviving elements of the PSNs in support of NS/EP telecommunications. NETS will use all surviving assets of the PSNs and increase useful voice-band connectivity through innovative routing schemes and the deployment of call controllers.

The CNS program is being designed to augment NETS and to provide a terrestrial means for interconnecting the assets of multiple carriers in order to increase their capability to carry NS/EP traffic. Other CNS activities focus on the identification and use of network management techniques and procedures to give priority treatment to NS/EP calls.

The CSI program also augments NETS and will provide long-haul, point-to-point satellite communications connectivity between isolated PSN resources. The Phase I program provides a commercial satellite communications capability to support PSN reconstitution. A proposed second phase of the program would further expand these capabilities, possibly to include international NS/EP telecommunications requirements.

3.3.6 National Telecommunications Coordinating Network (NTCN)

The NTCN is being designed as a low-throughput, minimum essential communications network that will allow NTMS coordination and direction of the reconstitution of the national telecommunications infrastructure in the event of an invocation of Section 706 of the Communications Act of 1934, as amended. When implemented, the NTCN will provide minimal communications connectivity between operational elements of the NTMS located in fragmented, surviving geographic "pockets" within CONUS. It would be used exclusively until such time as sufficient PSN telecommunications facilities become available to coordinate and restore NS/EP services. The NTCN is to be established through procedural integration of multiple, existing telecommunications assets (e.g., landline via the PSN and radio via HF, SATCOM, and meteor burst).

4.0 NS/EP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE ACTIVITIES: DAY-TO-DAY

Day-to-Day activities and operations are primarily directed toward the development and enhancement of NS/EP telecommunications management and response capabilities and the maintenance of a high level of response readiness. However, local/regional natural or technological disasters/emergencies or other discrete emergency situations may create the need for intensified monitoring of the status of NS/EP telecommunications. Action at the national level may also be needed to expedite the provisioning or restoration of particular NS/EP telecommunications services.

Under Day-to-Day conditions, NS/EP telecommunications management and response elements perform the following general functions:

- o Development of emergency telecommunications response plans and procedures
- o Development and implementation of NS/EP telecommunications response test and exercise programs and procedures
- o Development and maintenance of NS/EP telecommunications resource inventories
- o Monitoring of worldwide situation
- o Monitoring of status of public switched networks
- o Coordination, as required, of Telecommunications Industry and Federal Government responses to Essential and Emergency NS/EP telecommunications Service requirements²⁶

The Day-to-Day relationships among NS/EP telecommunications management and response elements are illustrated in Figure 4 and described below.

4.1 National Policy Guidance and Direction

4.1.1 Planning

Under Day-to-Day conditions, national level elements provide direction, oversight, and coordination for the development of plans, programs, and standards for the identification, allocation, and use of Federal telecommunications resources in emergency situations.

²⁶See NSEP Telecommunications Definitional Framework

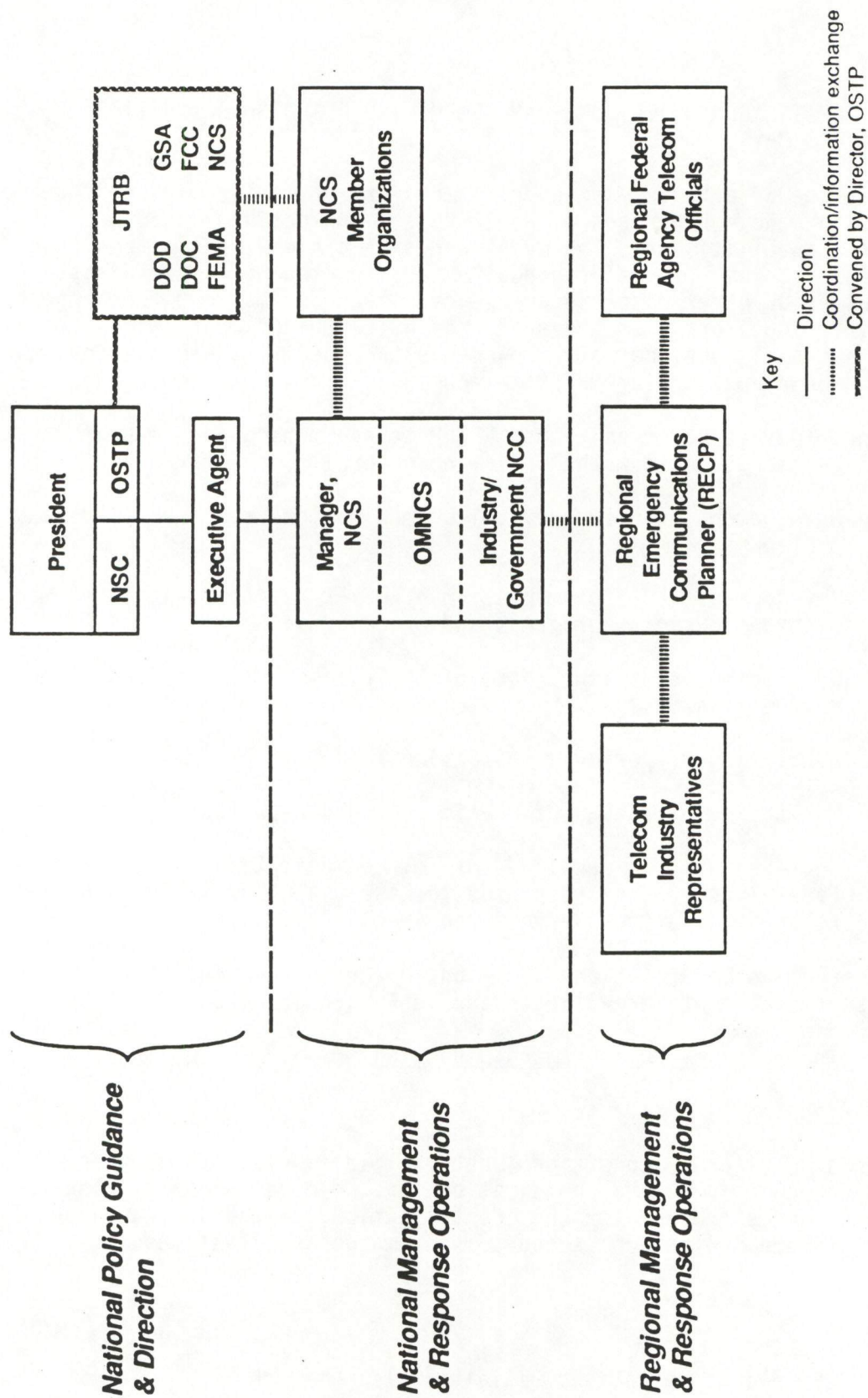


FIGURE 4
NSEP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE ELEMENTS
DAY-TO-DAY

The NSC provides policy direction for the potential exercise of the President's non-wartime and war emergency functions, and advises and assists 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 during crises or emergencies in which the President's war power functions are not required or permitted.

The NSC is thus responsible for ensuring the coordinated development of policy, plans, programs, and standards for the mobilization and use of national telecommunication resources. Consistent with these responsibilities, the NSC also provides policy oversight and direction for the activities of the NCS, and policy oversight and guidance for the execution of the NS/EP telecommunications responsibilities assigned to Federal departments and agencies by EO 12472.

In the Day-to-Day period, the Director, OSTP, prepares to perform his non-wartime emergency functions and to direct, if so instructed, the exercise of the war power functions of the President. The Director, OSTP, also advises the President on the test, exercise, and evaluation of the ability of communications networks or facilities to meet NS/EP requirements; reviews and evaluates the results of tests, exercises, and "after-action" reports; and develops recommendations for the improvement of NS/EP telecommunications response capabilities. In addition, the Director oversees the development and promulgation of Federal NS/EP telecommunications response plans, procedures, and regulations, and chairs the JTRB.

Acting in consultation with each other, the NSC and the Director, OSTP, establish arrangements for consultation among interested Federal departments, agencies, or entities to ensure that NS/EP telecommunication needs are identified, that mechanisms to address such needs are incorporated into plans and procedures, and that the needs are met in a manner consistent with other national telecommunication policies. The Director of the Office of Management and Budget (OMB), in consultation with the NSC and Executive Agent, NCS, is responsible for prescribing general guidelines and procedures for reviewing the financing of NS/EP telecommunication initiatives and for the preparation of budget estimates by participating agencies.

The JTRB assists the Director, OSTP, during non-emergency situations by meeting to support major Federal readiness exercises or to consider non-wartime emergency telecommunications policies and procedures.

The Executive Agent, NCS, ensures that the NCS conducts unified planning and that NCS activities are conducted in conjunction with FEMA's activities. The Executive Agent also makes recommendations to the EOP on the assignment of implementation responsibilities to NCS member entities,

on new initiatives to assist in the exercise of Executive Office responsibilities, and on changes in the composition and structure of the NCS. In addition, the Executive Agent oversees the activities of, and provides personnel and administrative support to, the Manager, NCS.

4.1.2 Operations

In the Day-to-Day period, the JTRB may, at the request of the Director, OSTP, monitor potential or actual emergency situations that might pose significant threats to telecommunications facilities or services, and other situations that may create the need for extraordinary telecommunications support. It reviews information submitted to the EOP and the Director, OSTP, and provides its recommendations to appropriate officials. The JTRB also provides emergency response information and advice to the EOP and facilitates concerted, timely decisionmaking and execution of Day-to-Day emergency response activities at the national and regional levels.

In the Day-to-Day period, the Director, OSTP, may determine that a higher level of response activity is required to meet the NS/EP telecommunications requirements presented by a particular crisis or emergency situation or potential situation. The Director, OSTP, would then advise the JTRB and the Manager, NCS, of this determination, and Non-Wartime Emergency response activities would be initiated for telecommunications.

The Executive Agent, NCS, ensures that the NCS conducts unified operations in conjunction with FEMA's activities. In addition, the Executive Agent oversees the activities of, and provides personnel and administrative support to, the Manager, NCS.

4.2 National Response Management

The NCS assists the President, the NSC, and the Director, OSTP, in the exercise of their NS/EP telecommunications functions and responsibilities and in the coordination of the planning for and provision of Federal Government NS/EP telecommunications under all circumstances.

4.2.1 Planning

The Manager, NCS, works with the NCS COP and the NCS member organizations to develop NS/EP telecommunications response plans and procedures; to establish, test, and exercise NS/EP telecommunications response capabilities; and to develop and implement technical initiatives for the enhancement of NS/EP telecommunications management and response capabilities. The Manager and the OMNCS also maintain working relationships with commercial telecommunication service providers at the national level through the NSTAC and the NCC.

The joint industry-government NCC assists in the development and implementation of NS/EP telecommunications management and response plans, procedures, and capabilities. The NCC maintains access to inventories of equipment, personnel, and other resources available for restoration operations; develops and exercises service restoration plans; and maintains an ability to transition from normal to emergency operations.

The NCS member organizations develop and maintain their own internal NS/EP telecommunications management and response plans and procedures, designate resident or nonresident representatives to the NCC, and participate in readiness exercises. In addition to these NCS activities, certain NCS member organizations carry out specifically assigned NS/EP telecommunications responsibilities on a Day-to-Day basis as follows:

- o The National Telecommunications and Information Administration (NTIA) of the DOC develops, maintains, and publishes plans and procedures concerning crisis or emergency radio spectrum assignments, priorities, and allocations for the Federal Government.
- o FEMA plans for, provides, and maintains internal telecommunications services as part of the National Emergency Management System (NEMS). FEMA also provides advice and assistance to State and local governments regarding their NS/EP telecommunication requirements; ensures that the NS/EP telecommunications planning by State and local governments is supportive of, and consistent with, Federal planning; and develops plans and provides policy and management oversight for the Emergency Broadcast System.
- o DOS plans for, provides, and maintains telecommunications services to Federal entities represented at U.S. diplomatic missions and consular offices overseas.
- o DOD plans, provides, and maintains military telecommunications services and ensures that the National Security Agency (NSA) provides technical support for the security and protection of NS/EP telecommunications.
- o DOJ reviews for legal sufficiency, including consistency with the antitrust laws, all policies, plans or procedures developed pursuant to responsibilities assigned by EO 12472.
- o CIA plans for, provides, and maintains telecommunication services adequate to support the dissemination of intelligence information within the Federal Government.

- o GSA ensures that civil agency domestic Federally owned or managed communications facilities and services meet NS/EP requirements.
- o The FCC reviews the policies, plans, and procedures developed in support of NS/EP services by entities licensed or regulated by the Commission to ensure that they are consistent with the public interest, convenience, and necessity, and performs other functions required by law with respect to all entities licensed or regulated by the Commission.

4.2.2 Operations

The OMNCS administers the assignment of telecommunications restoration priorities and oversees the use of procedures that govern the expedited provisioning or restoration of Emergency and Essential NS/EP telecommunications services.²⁷

The OMNCS, in conjunction with the NCC and the National Communications System/Defense Communications Agency Operations Center (NCS/DCAOC), monitors the status of critical situations that have the potential for developing into major domestic and national security emergencies, the status of NS/EP telecommunications services and public switched networks, and the status of civil and military readiness levels. The OMNCS and the NCC also, as required, coordinate and expedite industry responses to Essential and Emergency NS/EP telecommunications service requirements. The OMNCS staff maintains contact with the FEMA National Emergency Coordination Center (NECC), and regional NS/EP telecommunications officials provided by GSA as well as with other key Government operations centers.

Industry and Government NCC resident personnel maintain contact with their respective operations centers to identify problems or disruptions with potential NS/EP implications. The NCC performs watch center functions during normal working hours, with an OMNCS watch officer acting as the representative of the Manager, NCS, and the Manager, NCC. The NCS/DCAOC performs watch center functions on a 24-hour basis, thereby supplementing the watch center activities of the NCC. NCC and OMNCS staff members are on-call 24 hours a day.

²⁷-----
On October 27, 1988, the FCC approved the new Telecommunications Service Priority (TSP) System as the replacement for the existing NCS/FCC Restoration Priority (RP) System. The new TSP System will be implemented over the next several years. The NSEP Telecommunications Procedures will also be folded into the TSP System.

At the national level, Federal departments and agencies experiencing difficulty with telecommunications, or receiving information regarding emergency situations with significant NS/EP telecommunications implications, forward this information to the OMNCS via the NCC. Additional information of this nature may be provided by other Federal Government operation centers. Upon receipt of this information, the OMNCS, in consultation with FEMA, evaluates the information to ascertain whether the situation poses a significant threat to NS/EP telecommunication facilities or services, or has created a need for extraordinary communications support. If so, situation reports would be submitted to the Manager, NCS, the Director, OSTP, and the NSC that describe the following:

- o Type and extent of emergency situation
- o Location or area likely to be impacted by the emergency situation
- o Anticipated time of the emergency situation
- o Local actions taken
- o Federal support required²⁸

Following the initial notification, the Manager, NCS, and the Director, FEMA, ensure that pertinent information about the emergency is provided to the Director, OSTP.

4.3 Regional Response Management

The focal points for Day-to-Day regional NS/EP telecommunications response management are regional GSA staff members who serve as the Regional Emergency Communications Planners (RECPs) in the Federal Regions. These officials are responsible for the development of NS/EP telecommunications management and response plans within their regions.

The Administrator, GSA, assigns a regional GSA staff member as the RECP. The RECPs gather pertinent data from Federal, State, and local government agencies in the regions and develop working relationships with the FEMA Regional Directors. Each RECP provides support to the FEMA Regional Director for NS/EP telecommunication functions and establishes coordination channels with the RECPs in adjoining regions. The RECP also maintains working relationships with other Federal regional elements, CONUS Army emergency operations centers, telecommunications service providers in the region, state and local government representatives, and other organizations with telecommunication resources within the region.

²⁸JTRB Standard Operating Procedures and JTRB Interim Response and Coordination Procedures

The RECPs develop and maintain the Regional Communications Support Plans and prepare to carry out regional NS/EP telecommunications response activities as required. The RECPs are also responsible for training individuals who might potentially be called upon to conduct or support NS/EP telecommunications response operations.

5.0 NS/EP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE ACTIVITIES: NON-WARTIME EMERGENCIES

The Non-Wartime Emergency operating condition encompasses a broad range of emergency situations that require concerted Federal Government response, but do not require or permit the exercise of the President's war emergency powers under Section 706 of the Communications Act. The key roles and relationships among NS/EP telecommunications management and response elements under this operating condition are outlined in Figure 5 and discussed below.

5.1 National Policy Guidance and Direction

The NSC provides policy direction for the exercise of the President's non-wartime emergency telecommunications functions, should the President so instruct. The Director, OSTP, provides 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.

In the event of a Non-Wartime Emergency, the Director, OSTP, monitors the emergency and may seek advice and assistance from the JTRB. The JTRB, as requested, reviews information about the emergency situation, evaluates response options and support requirements, and provides recommendations to the Director, OSTP. The JTRB also assists in the coordination of Federal Government NS/EP telecommunications management and response operations and, as necessary, serves as a high-level conflict resolution mechanism for NS/EP telecommunications response issues. The JTRB serves as the Telecommunications Functional Group when the NSEC is activated or when the national security emergency response structure is activated in non-wartime emergencies.

5.1.1 Domestic Emergencies

In domestic emergencies with national significance, the Director, OSTP, oversees the coordination of NS/EP telecommunications responses and the coordination of NS/EP telecommunications management and response activities with activities in other functional areas. These coordination activities are conducted in accordance with guidance provided by the Domestic Policy Council within the framework of the National System for Emergency Coordination (NSEC) and in accordance with established national and regional response plans. If directed, the Director, OSTP, would, in consultation with the Manager, NCS, activate the Telecommunications Functional Group.

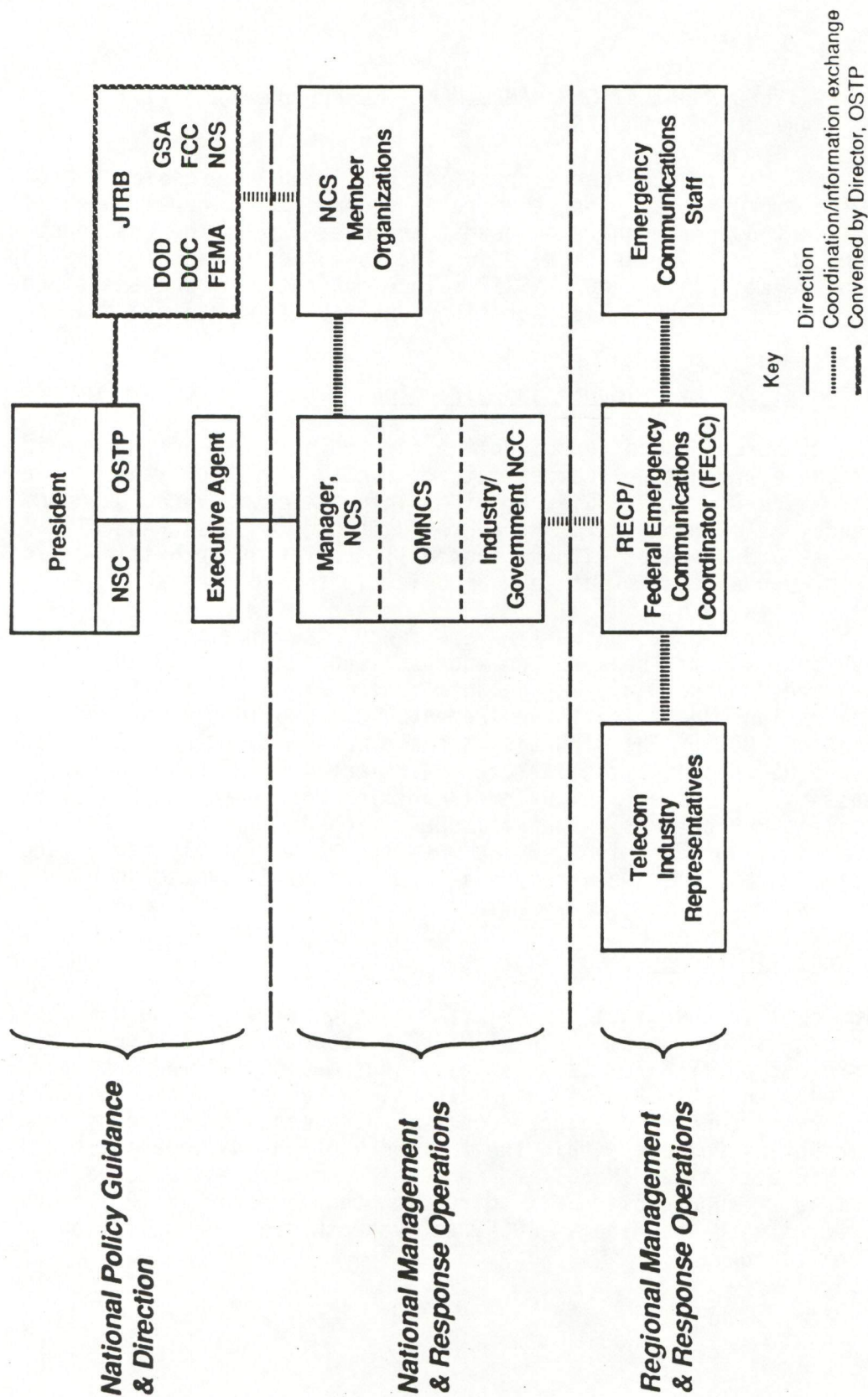


FIGURE 5
NSEP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE ELEMENTS
NON-WARTIME EMERGENCY

5.1.2 National Security Emergencies

In non-wartime national security emergencies, i.e., short of attack or war, the Director, OSTP, with the advice and assistance of the JTRB, advises and assists the President and the National Security Council. The Director, OSTP, also provides guidance and direction for the conduct and coordination of NS/EP telecommunications responses and oversees the coordination of NS/EP telecommunications response activities with activities in other functional areas. The national security emergency response activities of the Director, OSTP, and the JTRB are conducted in accordance with direction provided by the NSC within the framework of the national security emergency response structure. If directed, the Director, OSTP, would, in consultation with the Manager, NCS, activate the Telecommunications Functional Group. In non-wartime national security emergency situations, the JTRB serves as the Telecommunications Functional Group.

In addition, the Director, OSTP, with the advice and assistance of the JTRB, may conclude that an emergency situation requires invocation of the President's Section 706 war emergency powers. The Director, OSTP, would then provide recommendations regarding the need for such action to the NSC.

5.2 National Response Management

5.2.1 Domestic Emergencies

In domestic emergencies that do not warrant or permit formal FEMA or Presidential Declarations, NS/EP telecommunications management and response elements may be activated by Director, OSTP, and the Manager, NCS, to carry out Non-Wartime Emergency telecommunications response operations, e.g., ensuring the continuity of critical NS/EP telecommunications services. Such operations would be carried out as authorized by applicable Federal statutes and directives and in accordance with the approved response plans and procedures.

In the event of a FEMA Extraordinary Situation, the Director, FEMA, designates a Senior FEMA Official (SFO) to provide guidance and direction for the Federal recovery effort. In the event of a Presidential Declaration of an Emergency or a Major Disaster, the Director, FEMA, designates a Federal Coordinating Officer (FCO) to provide overall guidance and direction for the Federal recovery effort. These declarations trigger implementation of the National Plan for Telecommunications Support in Non-Wartime Emergencies, which provides for telecommunications support for Federal recovery operations.

In these situations, the OMNCS provides a 24-hour point of contact, monitors recovery efforts, coordinates with the NCS member entities, and, if necessary, provides an NCS Communications Resource Manager (CRM) to

assist in regional communications coordination efforts. The Manager, NCS, may also deploy an OMNCS staff member to the disaster area as an observer in order to assess the effectiveness of the national support plan. When two or more adjoining regions are affected by a disaster, the Manager, NCS, may appoint a CRM to ensure the equitable distribution of assets among regions.

In domestic emergencies, the NCC coordinates and expedites responses to emergency telecommunications requirements. Its involvement in domestic emergency or crisis situations may be triggered if:

- a. Telecommunications industry representatives request assistance from the NCC in NS/EP situations
- b. An affected Federal Government organization declares that existing procedures will not provide sufficient NS/EP service, or
- c. The scope of the NS/EP service or support requirements involves coordination across several states, regions, companies, or organizations.²⁹

When NCC involvement is required, affected Government and/or industry entities report damage, service outages, and estimates of restoration capabilities to the NCC. The Manager, NCC, acting for the Manager, NCS, then prioritizes Federal Government NS/EP requirements for initiation or restoration of telecommunication services. The Manager, NCC, confers with industry and/or government NCC representatives on Federal Government NS/EP service outages and proposed courses of action, identifying one or more alternative measures for the consideration of the involved Government entity or entities. The affected Government entity makes the final procurement decision and issues the necessary service orders. When requested by a Government entity or the Manager, NCC, the NCC coordinates Federal Government NS/EP requests and requirements to expedite the preparation of new service orders by Government contracting officers. Individual industry entities then respond to Government service orders.

If the NSEC is activated, the NCC and other NS/EP telecommunications management and response elements operate under the direction of the JTRB in its capacity as the Telecommunications Functional Group. They also provide support for its activities and for the activities of other functional groups operating within the framework of the NSEC.

²⁹NCC Operating Charter

5.2.2 National Security Emergencies

In national security emergencies that do not warrant or permit invocation of the war emergency powers of the President under the Communications Act of 1934, NS/EP telecommunications management and response elements may be activated by the Director, OSTP, to:

- o Ensure the continuity of critical NS/EP telecommunications services
- o Coordinate Federal Government efforts to mitigate the effects of natural or technological disasters or emergencies with national security implications
- o Support the mobilization of U.S. armed forces and/or the defense industrial base
- o Support the coordination and response activities of the JTRB in its capacity as the Telecommunications Functional Group
- o Provide telecommunications support for the national security emergency response activities of other functional groups.

In these situations, the OMNCS provides a 24-hour a day point of contact, coordinates with the NCS member entities, and, if necessary, undertakes national level NS/EP telecommunications response activities. These national level response activities would include the monitoring, exchange, and transmission of telecommunications-related warning and alert information within the NS/EP telecommunications community, and, as required, the expediting of NS/EP telecommunications service and equipment requests.

In Non-Wartime national security emergencies, the NCC continues to coordinate and expedite. Its involvement in such emergencies may be triggered if:

- a. Telecommunications industry representatives request assistance from the NCC in NS/EP situations or
- b. An affected Federal Government organization declares that existing procedures will not provide sufficient NS/EP service or
- c. The scope of the NS/EP service or support requirements involves coordination across several states, regions, companies, or organizations.³⁰

³⁰NCC Operating Charter

NCC involvement may also be triggered by Director, OSTP, and JTRB initiation of Non-Wartime Emergency response activities or activation of the national security emergency response structure.

When NCC involvement is required, affected Government and/or industry entities report damage, service outages, and estimates of restoration capabilities to the NCC. The Manager, NCC, acting for the Manager, NCS, then prioritizes Federal Government NS/EP requirements for initiation or restoration of telecommunication services. The Manager, NCC, confers with industry and/or Government NCC representatives on Federal Government NS/EP service outages and proposed courses of action, identifying one or more alternative measures for the consideration of the involved Government entity or entities. The affected Government entity makes the final procurement decision and issues the necessary service orders. When requested by a Government entity or the Manager, NCC, the NCC coordinates Federal Government NS/EP requests and requirements to expedite the preparation of new service orders by Government contracting officers. Individual industry entities then respond to Government service orders.

If the national security emergency response structure is activated, the NCC provides support for the activities of the JTRB in its capacity as the Telecommunications Functional Group and for the activities of other functional groups.

5.3. Regional Response Management

5.3.1 Domestic Emergencies

Regional emergency telecommunications management and response activities and responsibilities in FEMA Extraordinary Situations and Presidentially Declared Emergencies and Major Disasters are detailed in the National Plan for Telecommunications Support in Non-Wartime Emergencies.

In FEMA Extraordinary Situations, the Federal response will be coordinated by an Emergency Response Team (ERT) at the scene, led by a Senior FEMA Official (SFO). The ERT will be supported by an Emergency Support Team (EST) operating from the FEMA Emergency Information and Coordination Center (EICC). The FEMA Regional Communications Manager (FRCM) will provide telecommunications management support and assets to the SFO using the fixed and mobile capabilities of the FEMA National Emergency Management System. The FRCM will keep the GSA RECP informed of telecommunications activities in order to ensure an orderly transition of responsibilities and mission support should the situation require activation of a Federal Emergency Communications Manager (FECM) or become a Presidentially Declared Emergency or Major Disaster and the FCO requests GSA to provide a FECC.

Telecommunications support for Presidentially Declared Emergencies and Major Disasters is accomplished through a team effort coordinated by the FCO, who is nominated by the Director, FEMA, and appointed by the President. During the initial stages of the disaster, the FCO may require only the telecommunications assets of FEMA, managed by the FRCM. Based on telecommunications requirements and priorities, the FCO may request GSA to provide a FECC.

The FECC will then report to the FCO and assume the functions of the principal Federal manager for emergency telecommunications. The FECC acts as the chief of an Emergency Communications Staff and serves as the central communications coordinating point, receiving and processing requests for emergency communication services from all Federal agencies and major private organizations involved in recovery operations. The FECC evaluates the status of communications in the emergency or disaster area and ensures the establishment of communications essential to support recovery operations. Surviving commercial capabilities are used whenever possible and are supplemented, as needed, by other available emergency communication resources.

The FECC is assisted in this capacity by members of the Emergency Communications Staff. The staff may vary in size and composition, but will normally include telecommunications specialists from GSA, FEMA, DOD, FCC, other Federal agencies as needed, and local telecommunication service providers. When emergencies or disasters affect one or more regions or when the scope or scale of the situation exceeds the regional capacity to respond, the Manager, NCS, may provide a Communications Resources Manager (CRM) to ensure the equitable allocation of telecommunications resources. The CRM does not necessarily relocate to the emergency location, but may instead provide guidance from the NCS Headquarters facility. The NCC may also assist, as necessary, in coordinating and expediting regional NS/EP telecommunication responses.

When the NSEC has been activated by the President, regional functional groups for telecommunications that are led by regional GSA staff members may also be activated. These functional groups would consist of the Emergency Communications Staffs, i.e., be composed of representatives of Federal agencies present in the regions and assisted by representatives of telecommunications service providers in the regions. Guidance and direction for the activities of the regional telecommunications functional groups would be provided by the NSEC Federal Coordinating Officers designated by the President and the national level Telecommunications Functional Group led by OSTP/NCS.

There may be emergency situations in which no formal Presidential Declarations have been made and which are not considered by FEMA to be Extraordinary Situations under the National Plan, but in response to which the Director, OSTP, has activated NS/EP telecommunications management and

response elements for Non-Wartime Emergency purposes. In these situations the Director, OSTP, will consult as necessary with the Manager, NCS, and the Administrator, GSA. In accordance with guidance provided by the Administrator, GSA; the Manager, NCS; and the Director, OSTP; regional GSA staff may then be directed by the Administrator, GSA, to initiate emergency management and response operations.

5.3.2 National Security Emergencies

In national security emergencies that do not warrant or permit invocation of the war emergency powers of the President under the Communications Act of 1934, regional functional groups for telecommunications may be activated to coordinate any necessary regional response activities. These regional functional groups would be led by the regional GSA staff, composed of other telecommunications officials from Federal agencies present in the regions, and assisted by representatives of telecommunications service providers. Guidance and direction for the activities of the regional telecommunications functional groups would be provided by the regional coordinators designated by the President and the national level Telecommunications Functional Group led by OSTP/NCS. If the situation warrants, action may also be taken under Non-Wartime Emergency conditions to prepare for the possible activation of the NTMS.

6.0 NS/EP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE OPERATIONS: WARTIME EMERGENCY

The Wartime Emergency operating condition for telecommunications is initiated by the invocation of all or some of the President's Section 706 authorities.³¹ In the event of a general war or an attack on the Nation, or if such an attack appears imminent, the President may issue implementing instructions in accordance with the National Emergencies Act, to employ all or some of the war emergency powers contained in Section 706 of the Communications Act of 1934, as amended. These powers include the authority, under specified conditions, to:

- a. Direct that national security and defense communications have priority and preference
- b. Prevent obstruction or retardation of communications
- c. Suspend or amend rules and regulations pertaining to the use and operation of telecommunication facilities and authorize government use or control of such facilities

NS/EP telecommunications responses in this operating condition focus on the provision of telecommunications support for national security, survival, and recovery. In this operating condition, the Nation's telecommunication resources are managed through the NTMS. The NTMS provides a comprehensive, survivable, and enduring management capability for initiating, restoring, and reconstituting the Nation's telecommunications resources in the event of a Wartime Emergency.

Key management and response roles and relationships for Wartime Emergencies are shown in Figure 6.

6.1 National Policy Guidance and Direction

In Section 2 of EO 12472, the President delegates responsibility for directing the exercise of wartime emergency NS/EP telecommunications functions to the Director, OSTP, should the President issue proper implementing instructions. These functions include the exercise of the war power functions contained in Section 706 of the Communications Act of 1934. Section 2 of the EO assigns the NSC responsibility for providing policy direction for the exercise of these war power functions.

³¹-----
These are discussed in the draft Major Emergency Action Paper on the war emergency powers granted to the President in Section 706 of the Communications Act of 1934, as amended.

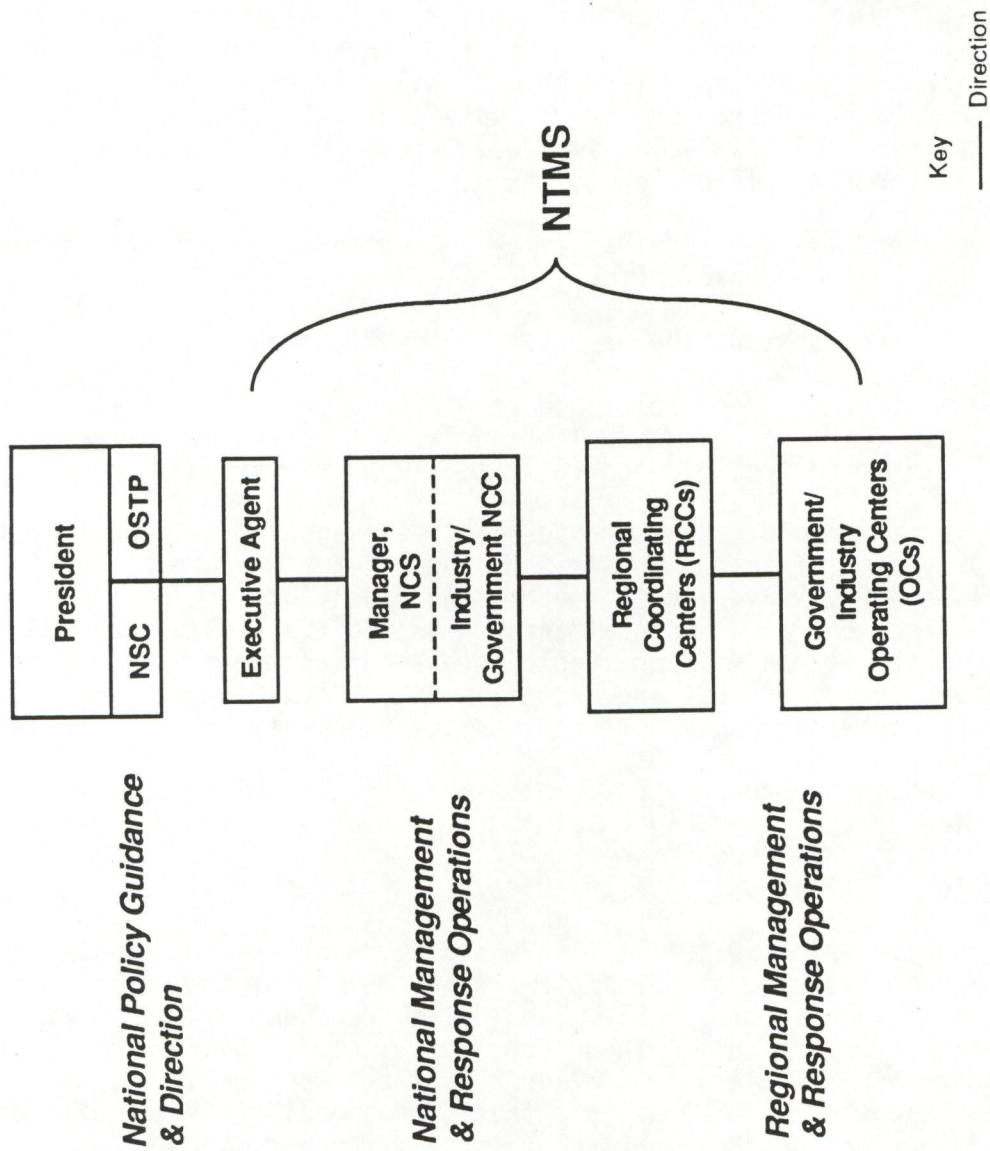


FIGURE 6
 NSEP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE ELEMENTS
 WARTIME EMERGENCY

Upon direction, the Director, OSTP, performs the following functions:

- o Administers the telecommunication resources of the Nation with advice and assistance from the FCC and the Executive Agent, NCS
- o Administers war emergency authority over telecommunications
- o Issues direction, as necessary, to the FCC and the Executive Agent, NCS, to ensure that national telecommunication facilities and services are available for use and are responsive to a war situation
- o Issues orders, as required, to implement emergency management of telecommunications resources, including the activation of the NTMS
- o Arranges for relocation, as necessary, to perform these functions in a threat of war or a period of war

The Executive Agent, NCS, and the Chairman, FCC, serve as advisors to the Director, OSTP, under Wartime Emergency conditions.

6.2 National Management and Response Operations

The Manager, NCS, serves as an advisor, and provides staff assistance to the Director, OSTP. If directed, the Manager also activates Federal NS/EP telecommunications management capabilities, i.e., the NTMS, and assumes management control of telecommunications resources and services owned and leased by the Federal Government. Functions similar to those carried out by the JTRB in Non-Wartime Emergencies will also be performed by representatives of JTRB and other NCS member organizations in Wartime Emergencies, including potential service as members of the national level Telecommunications Functional Group. These representatives will provide staff advice and support for the performance of responsibilities assigned to the Manager, NCS, and the Chairman, FCC. In addition, the Secretary of Commerce will execute DOC emergency plans for the management of radio frequencies assigned to the Federal Government and provide support for the performance of the spectrum management functions of the Director, OSTP.

The OMNCS and the NCC directly support the Manager and Executive Agent, NCS, and the Director, OSTP, in the performance of their Wartime NS/EP telecommunications management functions. After invocation of Section 706 of the Communications Act, the NCC serves as the operations center for national telecommunications management and response activities, providing a central point of contact for the management, direction, and use of national telecommunications resources. In war emergency situations, the Manager, NCS, or his authorized designee advises the resident and nonresident NCC representatives of the nature of the national emergency and all telecommunications-related actions being taken. The Manager directs NCC

activities to ensure that all communications requirements are known and that all resources and capabilities are used in the national interest. Both industry and Government members of the NCC may assist the Manager, NCS, by providing a central contact and an effective mechanism by which the Manager can assist the Director, OSTP, in directing the use of national telecommunications resources to meet NS/EP telecommunications service requests. The NCC would also serve as the national level Telecommunications Functional Group.

When the OMNCS and existing NCC can no longer provide the necessary NS/EP telecommunications support, the NTMS Regional Coordinating Center designated as the alternate NCC will assume the national role in addition to performing telecommunications management functions in its region. The NTMS thus provides the means for ensuring continuity of the capability to perform NCC functions during Wartime Emergencies.

6.3 Regional Management and Response Operations

The NTMS operational concept provides for the survivability and continuity of NCC functions through the use of existing industry and Government facilities at selected locations. It also provides for a Regional Coordinating Center (RCC) for each of the telecommunications regions to coordinate NS/EP telecommunications at the regional level. Staffing at the RCC will consist of Government and industry personnel. The Government personnel will be drawn from the NCS member organizations; the industry personnel will be drawn from companies providing telecommunications services in the region.

A more detailed description of the NTMS is provided in the NTMS Implementation Concept, and in other classified Federal Government plans.

7.0 TRANSITION GUIDELINES

This overview of the Federal Government NS/EP telecommunications management and response framework has been presented in terms of the three general operating conditions addressed by EO 12472 and provided for in the plans and procedures referenced. However, to ensure effective management and response operations across the spectrum of operating conditions, clear guidelines for accomplishing the transition from one operating condition to another are also required. Such guidelines are particularly important in light of the different statutory authorities that govern the conduct of Federal emergency telecommunications management and response activities under specified operating conditions.

7.1 Initiation of the Non-Wartime Emergency Operating Condition

The Day-to-Day operating condition represents the NS/EP telecommunications baseline condition. From an operational perspective, Federal NS/EP telecommunications response activities in the Day-to-Day condition at the national level consist primarily of monitoring the status of NS/EP telecommunication services and facilities on an exception basis; expediting, as required, the provisioning or restoration of Essential and Emergency NS/EP telecommunications services; and maintaining a state of readiness necessary for effective emergency response. At the regional level, response activities primarily consist of planning and preparing for the provision of regional emergency communications support.

The Non-Wartime Emergency operating condition requires a higher state of readiness at both the national and regional levels and is triggered by:

- a. Decision by the Director, OSTP, in consultation with the Administrator, GSA, and the Manager, NCS, to activate NS/EP telecommunications management and response elements for Non-Wartime Emergency response purposes, or
- b. FEMA Declaration of an Extraordinary Situation, or
- c. Presidential Declaration of Emergency or Major Disaster, or
- d. Activation of the NSEC by the President, or
- e. Activation by the President of the national security emergency response structure, e.g., in response to a natural or technological disaster/emergency with national security significance or mobilization of U.S. armed forces or the defense industrial base

In these situations, all affected or activated NS/EP telecommunications management and response elements would respond in accordance with national policy guidance and direction provided by the Director, OSTP, and operational guidance provided by the Manager, NCS. Non-Wartime Emergency NS/EP telecommunications management and response operations would be terminated upon notification from the Director, OSTP, or the Manager, NCS.

7.2 Initiation of the Wartime Emergency Operating Condition

Initiation of the Wartime Emergency operating condition may require a shift from either the Day-to-Day or the Non-Wartime Emergency operating conditions. Such a shift would be triggered at the direction of the President by the Director, OSTP. In this situation, all Federal NS/EP telecommunications management and response elements would conduct operations in accordance with national policy guidance and direction provided by the Director, OSTP. Wartime Emergency telecommunications management and response operations would be terminated upon notification from the President, the Director, OSTP, or an authorized successor official.

APPENDIX A
DEFINITION OF EMERGENCY AND ESSENTIAL NSEP TELECOMMUNICATIONS SERVICES

Emergency NSEP Telecommunication Services are:

- a. Telecommunication services directly supporting Federal Government activity responding to a Presidentially Declared Disaster or Emergency as defined in the Disaster Relief Act (42 U.S. Code 5122); and
- b. Telecommunication services directly resulting from any of the following circumstances:
 - (1) State of crisis declared by the National Command Authorities;
 - (2) Efforts to protect endangered U.S. personnel or property;
 - (3) Enemy action, civil disturbance, natural disaster, or any other unpredictable occurrence that has damaged facilities whose uninterrupted operation is essential to national security emergency preparedness or the management of other ongoing crises; and
 - (4) Certification by the head or director of a Federal agency, commander of a unified/specified command, chief of a military service, or commander of a major military command, that a telecommunications service is so critical to protection of life and property or to the national security that it must be processed immediately.

Essential NSEP Telecommunication Services are:

- a. Restoration Priority Telecommunication Services.
Telecommunication services assigned an NCS/FCC approved restoration priority (RP) 1-4 or which are eligible for assignment of an NCS/FCC restoration priority (RP) 1-4.
- b. Exercise Telecommunication Services. Telecommunication services which are:
 - (1) The minimum quantity of services essential to permit safe conduct of an exercise and/or achievement of primary exercise objectives. Only those services in support of exercises which involve the movement of personnel, weapons systems, munitions or other critical materials, or the control of aircraft are included.
 - (2) Short-notice exercise services resulting from changes in exercise locations or scenarios which could not reasonably have been foreseen, and without which the exercise cannot be conducted safely or effectively.

c. Special Purpose Telecommunication Services.

- (1) Telecommunication services in support of activities conducted pursuant to the Foreign Intelligence Surveillance Act;
- (2) Telecommunication services in support of the President or Vice-President; and
- (3) Telecommunication services in direct support of the conduct of foreign affairs (i.e., visiting foreign heads of state or similar dignitaries, permanent diplomatic and consular missions in the U.S., and significant international conferences, meetings, or events held in U.S.) as certified by the Secretary of State.³²

³²"National Security Emergency Preparedness Telecommunications Definitional Framework," 1985, and NS/EP Telecommunications Procedures Manual, 1987, Sections VIII.A.1 and VIII.A.2.

APPENDIX B
NCS MEMBER ORGANIZATIONS

FULL MEMBERS

Department of State
Department of the Treasury
Department of Defense
Department of Justice
Department of the Interior
Department of Agriculture
Department of Commerce
Department of Health and Human Services
Department of Transportation
Department of Energy
Department of Veterans Affairs
Central Intelligence Agency
The Joint Staff
General Services Administration
United States Information Agency
National Aeronautics and Space Administration
Federal Emergency Management Agency
Nuclear Regulatory Commission
National Security Agency
National Telecommunications and Information Administration

LIAISON MEMBERS

Federal Communications Commission
United States Postal Service
Federal Reserve System

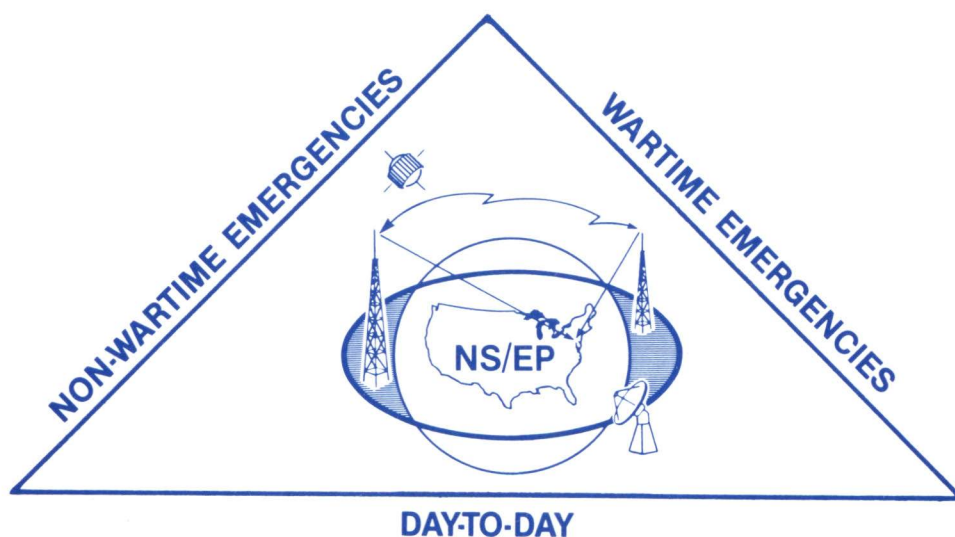
GLOSSARY OF ACRONYMS

AUTODIN	Automatic Digital Network
AUTOVON	Automatic Voice Network
CIA	Central Intelligence Agency
CFR	Code of Federal Regulations
CNS	Commercial Network Survivability
CONUS	Contiguous 48 States of the United States
COP	Committee of Principals
COR	Council of Representatives
CRM	Communications Resource Manager
CSI	Commercial SATCOM Interconnectivity
DCA	Defense Communications Agency
DOC	Department of Commerce
DOD	Department of Defense
DOE	Department of Energy
DOJ	Department of Justice
DOS	Department of State
EBS	Emergency Broadcast System
EICC	Emergency Information and Coordination Center
EO	Executive Order
EOP	Executive Office of the President
EPMIS	Emergency Preparedness Management Information System
ERT	Emergency Response Team
EST	Emergency Support Team
FCC	Federal Communications Commission
FCO	Federal Coordinating Officer
FECC	Federal Emergency Communications Coordinator
FECM	Federal Emergency Communications Manager
FEMA	Federal Emergency Management Agency
FRCM	FEMA Regional Communications Manager
GSA	General Services Administration
HF	High Frequency
JTRB	Joint Telecommunications Resources Board
NCC	National Coordinating Center
NCS	National Communications System
NCS/DCAOC	National Communications System/Defense Communications Agency Operations Center
NCS-EP	NCS Office of Emergency Preparedness

GLOSSARY OF ACRONYMS (Concluded)

NECC	National Emergency Coordination Center
NEMS	National Emergency Management System
NETS	Nationwide Emergency Telecommunications Service
NLP	National Level Program
NRC	Nuclear Regulatory Commission
NSA	National Security Agency
NSC	National Security Council
NSE	National Security Emergency
NSEC	National System for Emergency Coordination
NS/EP	National Security Emergency Preparedness
NSTAC	National Security Telecommunications Advisory Committee
NTCN	National Telecommunications Coordinating Network
NTIA	National Telecommunications and Information Administration
NTPA	NS/EP Telecommunications Plan of Action
NTMS	National Telecommunications Management Structure
PSN	Public Switched Network(s)
OMNCS	Office of the Manager, NCS
OMB	Office of Management and Budget
OSTP	Office of Science and Technology Policy
RCC	Regional Coordinating Center
RECP	Regional Emergency Communications Planner
RP	Restoration Priority
SATCOM	Satellite Communications
SFO	Senior FEMA Official
SHARES	Shared Resources High Frequency Radio Program
TSP	Telecommunications Service Priority

**National Security
And
Emergency Preparedness
(NS/EP)
Telecommunications
Management Overview**



August 1989

**Office of the Manager
National Communications System
Washington, D.C. 20305-2010**

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PREFACE

In June 1985, the NCS Committee of Principals (COP) approved a comprehensive revision of Section J of the National Plan of Action on Emergency Mobilization Preparedness, which had been originally developed in response to National Security Decision Directive 47, "Emergency Mobilization Preparedness." As part of the revision process, the Plan of Action was retitled the "National Security Emergency Preparedness (NSEP) Telecommunications Plan of Action (NTPA)." Implementation Measure 7 of the new NTPA called for the development of an effective process for shifting telecommunications management from a non-emergency to an emergency status. Implementing Milestone 7e of the Measure provided for the development of NSEP telecommunications management guidelines to ensure an effective transition process.

The initial document developed in response to the NTPA milestone, "NSEP Telecommunications Management Overview (NCS 1440/1)," was presented to the NCS Council of Representatives (COR) for review and comment in April 1986. In response to COR comments, the Office of the Manager, NCS (OMNCS) began the process of revising the document. However, this process was subsequently suspended pending the promulgation of a revised/updated National Plan for Communications Support in Disasters and Major Emergencies, the development of the National Telecommunications Management Structure (NTMS) concept, and the revision of outdated national emergency response plans, e.g., Federal Emergency Plan D.

The original overview document has now been extensively revised to reflect the provisions of new and revised plans for overall Federal Government emergency responses and for telecommunications emergency responses. The current document addresses Day-to-Day and Non-Wartime Emergency management and response capabilities as well as the NTMS Wartime Emergency capability. The document also outlines how the functional approach to "domestic emergencies of national significance" and "national security emergencies" mandated by the Executive Office of the President, will be implemented in the area of telecommunications. It is anticipated that the document will provide the national security and emergency preparedness (NS/EP) telecommunications community with the overall conceptual framework needed for understanding and implementing plans and initiatives aimed at the enhancement of response capabilities, e.g., mobilization management improvements and the implementation of the NTMS.

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1.0 INTRODUCTION

1.1 Purpose

The purpose of this document is to provide an overview of Federal Government national security and emergency preparedness (NS/EP) telecommunications response plans across the spectrum of emergency situations, including domestic as well as national security emergencies. The document describes the overall framework established for emergency management and response by the National Communications System (NCS) and offers a general description of response plans for the major types of operating conditions identified in Executive Order 12472, "Assignment of National Security and Emergency Preparedness Telecommunications Functions."

1.2 Scope

In accordance with the NS/EP telecommunications objectives defined in Executive Order 12472, "Assignment of National Security and Emergency Preparedness Telecommunications Functions," this document addresses Federal NS/EP telecommunications responses for "all circumstances, including crisis or emergency, attack, recovery and reconstitution."

1.3 References

The following documents provide the basis for the Federal Government NS/EP telecommunications response activities and capabilities described in this overview:

- a. Communications Act of 1934, as amended (47 U.S.C. 151 et. seq.)
- b. Disaster Relief Act of 1974 (42 U.S.C. 5121 et. seq.)
- c. Executive Order 12472, "Assignment of National Security and Emergency Preparedness Telecommunications Functions," April 3, 1984
- d. 47 Code of Federal Regulations (CFR) 202, "Emergency Preparedness Planning and Execution" (currently being revised).
- e. National Coordinating Center (NCC) Operating Charter, 1985, and NCC Operational Guidelines, 1984
- f. Joint Telecommunications Resources Board (JTRB) Standard Operating Procedures, January 18, 1989
- g. Joint Telecommunications Resources Board (JTRB) Interim Response and Coordination Procedures, February 11, 1988.

- h. National Plan for Telecommunications Support in Non-Wartime Emergencies, 1987
- i. National Telecommunications Management Structure (NTMS) Implementation Concept (U), 1987¹
- j. Memorandum from Chairman Pro Tempore, Domestic Policy Council, January 19, 1988, Subject: "National System for Emergency Coordination (NSEC)"
- k. Memorandum from Assistant to the President for National Security Affairs, June 27, 1988, Subject: "Functional Response to National Security Emergencies"
- l. Office of the Manager, NCS (OMNCS) Description of Telecommunications Mobilization Management Structure, April 1988 (Appendix to Joint TIM Group Report on Government and Industry Mobilization Management Structure, September 1988)

1.4 Definition

The principal objective of Federal NS/EP telecommunications response activities is the satisfaction of Federal Government NS/EP telecommunications requirements under all circumstances. The following generic definition² has been developed by the Manager, NCS, and approved by the NCS Committee of Principals (COP) and the Executive Office of the President (EOP):

National security emergency preparedness (NSEP) telecommunications are telecommunication services which are used to maintain a state of readiness or to respond to and manage any event or crisis (local, national, or international) which causes or could cause injury or harm to the population, damage to or loss of property, or degrades or threatens the national security emergency preparedness posture of the United States.

¹Approved by the White House on July 11, 1988.

²National Security Emergency Preparedness Telecommunications Definitional Framework, NCS Document 327/1, August 1985.

Two specific categories of telecommunications fall within the above definition: "Emergency NS/EP Telecommunications Services" and "Essential NSEP Telecommunications Services."³

³National Security Emergency Telecommunications Definitional Framework, 1985, and NSEP Telecommunications Procedures Manual, 1987, Section VIII.A.1 and Section VIII.A.2. See Appendix A.

2.0 BACKGROUND

Major steps toward the establishment of a coordinated Federal Government response capability for emergency telecommunications were taken with the creation of the NCS by Presidential Memorandum in 1963 and the subsequent promulgation of national plans for communications support in emergencies/major disasters and for telecommunications management under war emergency conditions.⁴

These plans provided for the performance by the NCS of functions required for the emergency management of telecommunications facilities owned or leased by the Federal Government. Consistent with applicable statutory authorities and implementing regulations, the Department of Commerce (DOC) continued to be responsible for managing radio frequencies used by the Federal Government, and the Federal Communications Commission (FCC) continued to be responsible for non-Federal Government telecommunications services and facilities. However, general provisions were incorporated in these plans for consultation and coordination, at the national and regional levels, with the FCC and commercial providers of telecommunication services and facilities.

Overall guidance for national emergency telecommunications activities was provided by responsible officials⁵ within the EOP with support from the Manager, NCS; the Chairman, FCC; and the DOC. To ensure that operational decisions were made at the proper level, a decentralized Federal Government structure was established to support the performance of key functions - damage assessment, identification and prioritization of requirements, resource allocation, and service restoration - on an exception basis. At the national level, the Manager, NCS, provided for the performance of the emergency telecommunications coordination and response activities assigned to the NCS. Emergency telecommunications planning and response capabilities were established in the 10 Standard Federal Regions by the Administrator of the General Services Administration (GSA).

The national and regional level response functions and activities provided for in the early plans were to be carried out by staff personnel

⁴"National Plan for Communications Support in Emergencies and Major Disasters" and "Telecommunications Management Plan for Annex C-XI (Telecommunications) of Federal Emergency Plan D."

⁵Originally the Director of the Office of Telecommunications Management (OTM), later the Director of the Office of Telecommunications Policy (OTP), and currently the Director of the Office of Science and Technology Policy (OSTP).

from the NCS member organizations⁶ and the Office of the Manager, NCS (OMNCS). In non-wartime emergencies, regional emergency telecommunications coordination and response activities were carried out in support, and under the direction, of a Senior Federal Emergency Management Agency (FEMA) Official appointed by the Director, FEMA, or a Federal Coordinating Officer appointed by the President. In these emergencies, coordination and response activities at the national level were conducted only as needed to support regional activities. In wartime emergencies, regional NS/EP telecommunications management functions were to be performed, on an as-needed basis, at the direction of the Manager, NCS.

In 1984, Executive Order (EO) 12472 consolidated and clarified the assignment of national security and emergency preparedness telecommunications functions. The mission, structure, and functions of an expanded NCS⁷ were formally defined, and specific non-wartime national security emergency preparedness (NS/EP) telecommunications functions were assigned to the National Security Council (NSC) and the Director of the Office of Science and Technology Policy (OSTP). The EO also provided for the establishment of two new coordination and response mechanisms - the Federal interagency Joint Telecommunications Resources Board (JTRB) and the joint Telecommunications Industry-Federal Government National Coordinating Center (NCC). These mechanisms, together with the National Telecommunications Management Structure (NTMS) subsequently established by the NCS, are designed to ensure the following:

- o An orderly flow of authoritative management and response information and guidance
- o The coordination, at the national level, of Telecommunications Industry and Federal Government responses to Federal NS/EP telecommunication requirements
- o The survivability and endurability of national telecommunications management and response capabilities

⁶Prior to the expansion of the NCS in 1984, the members were: Department of Defense, Department of State, Department of Commerce, Department of Interior, Department of Transportation, Department of Energy, Central Intelligence Agency, Federal Emergency Management Agency, General Services Administration, National Aeronautics and Space Administration, and the United States Information Agency.

⁷The 23 current member entities of the NCS are identified in Appendix B.

In 1985, intensive efforts were begun at the national level to replace the fragmented and outdated emergency response plans of the 1960s and 1970s, and to establish a new framework for Federal Government emergency response and coordination. The fundamental feature of the new framework is the use of functional groups for the coordination of emergency responses. The groups are headed by a lead agency/organization and are to be composed of representatives of Federal departments and agencies with key responsibilities and authorities in the specific functional areas. Within the functional areas, emergency response activities are to be coordinated on an as-needed basis. Overall guidance and direction is to be provided, also on an as-needed basis, by a national coordinator designated by the President.

As currently defined, the functional areas for emergency response and the lead agencies assigned to specific areas⁸ are as follows:

- o Economics/Economic Affairs - Department of Treasury
- o Energy - Department of Energy
- o Human Services - Department of Health and Human Services
- o Legal and Law Enforcement - Department of Justice
- o Telecommunications/Communications - OSTP/NCS
- o Transportation - Department of Transportation

Other functional areas and lead agencies may be identified as appropriate.

This decentralized coordination and response structure is designed to:

- o Ensure that the experience and expertise of the responsible Federal departments and agencies are brought to bear across the spectrum of emergencies
- o Facilitate consultation and coordination with counterpart State and local officials
- o Enable the Federal Government to respond rapidly, flexibly, and effectively to a wide range of potential domestic and national security emergencies

⁸The functional areas for domestic emergencies of national significance are identified in the "National System for Emergency Coordination Memorandum" of January 19, 1988; the functional areas for national security emergencies are identified in the "Functional Response for National Security Emergencies" Memorandum of June 27, 1988.

For major domestic emergencies, the functional groups conduct their activities within the National System for Emergency Coordination (NSEC) established by the Domestic Policy Council.⁹ For national security emergencies, an effort has been initiated by the NSC and FEMA to develop a National Security Emergency Plan with a functionally-oriented structure "as a companion approach" to the NSEC.¹⁰ In April 1988, this effort was designated by the White House as one of seven NS/EP priorities.¹¹

Although an effective structure for interagency NS/EP telecommunications coordination and response is already in place by virtue of EO 12472, the OMNCS has worked closely with the EOP to ensure that NS/EP telecommunications coordination and response plans and processes are consistent and compatible with the NSEC and the functional approach for national security emergency response.

⁹Memorandum from Chairman Pro Tempore, Domestic Policy Council, January 19, 1988.

¹⁰Memorandum from Assistant to the President for National Security Affairs, June 27, 1988.

¹¹Memorandum from Assistant to the President for National Security Affairs, April 27, 1988, Subject: National Security Emergency Preparedness (NS/EP) Priorities.

3.0 FRAMEWORK FOR NS/EP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE

The fundamental concepts of the earlier emergency telecommunications management and response plans--decentralization and bottom-up coordination and response--continue to provide the principal basis for the performance of Federal Government NS/EP telecommunications management and response functions. However, by virtue of the provisions of EO 12472, new national level mechanisms permit the concerted and timely exercise of NS/EP telecommunications management and response authorities and responsibilities and thus help to ensure a smooth and effective transition from non-emergency to emergency status across a spectrum of emergency conditions. The effectiveness of both the old and new mechanisms has been further enhanced by their integration within a comprehensive framework for NS/EP telecommunications management and response. Within this overall framework, the Director, OSTP, and the interagency NCS perform their NS/EP telecommunications management and response activities and carry out their functional area responsibilities for major domestic and national security emergencies.

Within this NS/EP telecommunications management and response framework, critical decisions continue to be made, and key functions performed, at the lowest level possible. The new response mechanisms are used primarily to monitor and respond to critical Federal Government NS/EP telecommunications requirements at the national level and to support regional response activities on an as-needed basis. Since both national and regional activities must be conducted in conformance with applicable Federal Government authorities, the primary focus of NS/EP telecommunications management and response activities in most emergency situations is coordination. Direct management of national telecommunications resources would be undertaken only under the most extreme conditions, i.e., war or threat of war. NS/EP telecommunications management and response elements are, therefore, activated and employed on an incremental basis in response to increasing requirements.

This incremental or "step" process ensures that principal reliance is placed on those elements that are responsible for NS/EP telecommunications planning, coordination, and readiness on a day-to-day basis, i.e., the NCC, the OMNCS, and the regional emergency communications planners. However, it also ensures that additional mechanisms and resources, i.e., the JTRB, the NTMS, and NCS member assets, can quickly and effectively be called upon to respond to national needs as necessary. This concept is reflected in the National Plan for Telecommunications Support in Non-Wartime Emergencies (1987), the NTMS Implementation Concept (1987), and the OMNCS Description of Telecommunications Mobilization Management Structure (1988).

Consistent with the flexible framework developed for NS/EP telecommunications management and response, the step process provides for the activation of the Telecommunications Functional Group on a contingent

basis. The JTRB serves as the Telecommunications Functional Group when the NSEC is activated or when the national security emergency response structure is activated for non-wartime emergencies.¹² In such situations, the NCC provides support for, and operates at the direction of, the Telecommunications Functional Group. During war emergencies, the NCC serves as the Telecommunications Functional Group. If the NCC is not able to operate, the NTMS Regional Coordinating Center (RCC) designated as the alternate NCC would serve as the Telecommunications Functional Group. The NTMS thus ensures functional continuity under wartime emergency conditions.

3.1 Management and Response Elements

Consistent with the decentralized nature of the underlying concept, there are three distinct levels of NS/EP telecommunications management and response activity:

- o National policy guidance and direction
- o National management and response operations
- o Regional management and response operations

These levels reflect the different roles performed by various elements within the overall framework for NS/EP telecommunications management and response. The joint nature of NS/EP telecommunications activities is also highlighted by the inclusion of Telecommunications Industry elements. The key management and response elements are identified in Table 1, and graphically portrayed in Figure 1.

A general description of NS/EP telecommunications management and response elements and their respective roles and responsibilities is provided below. Specific roles, functions, and activities under various operating conditions are described in more detail in Sections 4, 5, and 6. Guidelines for the initiation and termination of the Non-Wartime and Wartime Emergency operating conditions are provided in Section 7, "Transition Guidelines."

3.1.1 National Policy Guidance and Direction

The NS/EP telecommunications management and response planning and oversight functions of the EOP are defined in Section 2 of EO 12472.

¹²JTRB Standard Operating Procedures and guidance provided by the Director, OSTP.

TABLE 1
NSEP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE ELEMENTS

LEVEL	ELEMENT
<i>National Policy Guidance and Direction</i>	• National Security Council • Director, Office of Science and Technology Policy • Joint Telecommunications Resources Board • Executive Agent, NCS
<i>National Response Management</i>	• National Communications System – Manager, NCS – Office of the Manager, NCS – Joint Industry-Government National Coordinating Center – NCS Member Organizations
<i>Regional Response Management</i>	• Regional GSA Staff • Regional Telecommunications Specialistis from Other Federal Agencies • Representatives of regional/local telecommunications service providers

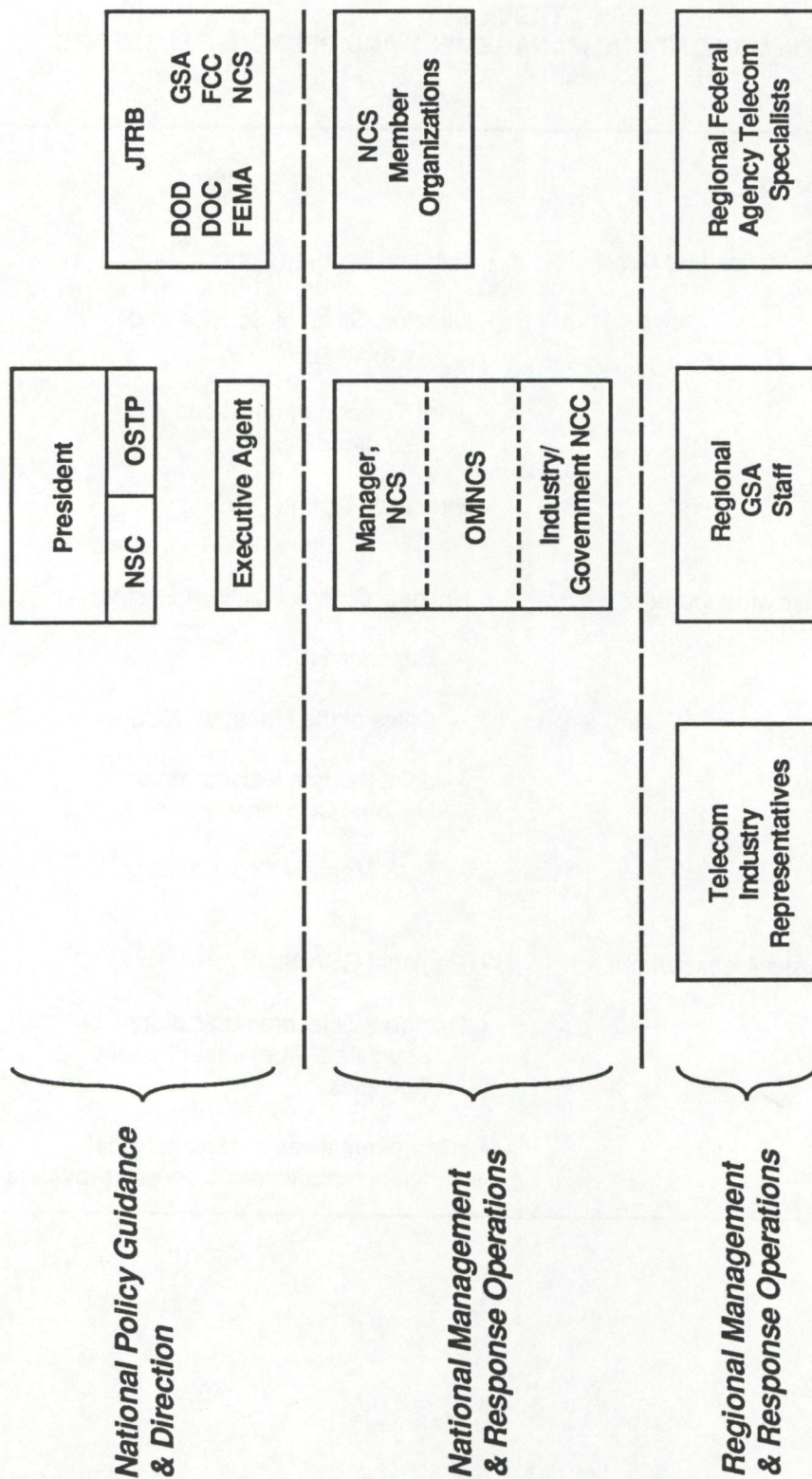


FIGURE 1
NSEP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE ELEMENTS

The NSC provides overall policy direction for NS/EP telecommunications management and response planning and operations and for the exercise of the President's non-wartime emergency and war emergency (Section 706,¹³ Communications Act of 1934) telecommunications functions.

The Director, OSTP, prepares to direct the exercise of the telecommunications-related war power functions of the President, and provides information, advice, guidance, and assistance to the President and to the Federal departments and agencies with responsibilities for the provision, management, or allocation of telecommunications resources during non-wartime crises or emergencies. The Director, OSTP, would also, in consultation with the Manager, NCS, convene, as directed, the Telecommunications Functional Group in domestic emergencies of national significance and national security emergencies.

The JTRB assists its Chairman, the Director, OSTP, in carrying out the Director's non-wartime NS/EP telecommunications functions and performs supporting functions specified by the Director. As currently constituted¹⁴, the JTRB is composed of senior representatives of the following organizations:

- o Department of Commerce
- o Department of Defense
- o General Services Administration
- o Federal Emergency Management Agency
- o Federal Communications Commission
- o National Communications System

The JTRB also serves as the Telecommunications Functional Group when the NSEC is activated or when the national security emergency response structure is activated for non-wartime emergencies.

The Executive Agent, NCS, ensures that the NCS conducts unified NS/EP telecommunications operations and that NCS activities are conducted in conjunction with the overall emergency coordination activities of FEMA.

¹³-----
P.L. 98-549, the Cable Communications Policy Act of 1984 (October 30, 1984) renumbered Section 606 to Section 706.

¹⁴Joint Telecommunications Resources Board (JTRB) Standard Operating Procedures, January 18, 1989.

3.1.2 National Management and Response Operations

The NS/EP telecommunications management and response functions of the NCS, the NCC, and the NCS member organizations are defined in EO 12472 and, more specifically, in NS/EP telecommunications plans and procedures. The NCS as a whole assists the President, the NSC, and the Director, OSTP, in (a) the exercise of their non-wartime and wartime NS/EP telecommunications functions and responsibilities and (b) the coordination of the planning for and provision of Federal Government NS/EP telecommunications under all circumstances. Consistent with these responsibilities, the NCS also serves, together with OSTP, as the lead agency for telecommunications in domestic and national security emergencies. The NCS COP, which is composed of representatives of the 23 member organizations of the NCS, serves as the interagency forum for the review and coordination of NS/EP telecommunications programs and activities, including the development and implementation of NS/EP telecommunications response plans and procedures. The constituent elements of the NCS perform the following management and response functions.

3.1.2.1 Manager, NCS, and Office of the Manager, NCS (OMNCS). The Manager, NCS, supported by the OMNCS, serves as the chair of the NCS COP and a member of the JTRB. Through the OMNCS, the Manager, NCS, implements and administers approved NS/EP telecommunications response plans and procedures, including priority and preference systems, in consultation with the NCS COP and the FCC.

The OMNCS also provides operational support for the performance and coordination of Federal Government NS/EP telecommunications management and response activities at the national level and may, upon request, provide assistance for Federal regional level NS/EP telecommunications management and response activities. In addition, the Manager, NCS, and the OMNCS serve as a focal point for joint industry-government planning, working with major telecommunications service, equipment, and integration companies through the National Security Telecommunications Advisory Committee (NSTAC).

3.1.2.2 National Coordinating Center (NCC). The joint industry-government NCC, mandated by EO 12472 and established by the NSTAC and the NCS, assists in the initiation, coordination, restoration, and reconstitution of NS/EP telecommunication services and facilities. The NCC is composed of resident and nonresident representatives of telecommunications industry entities and the NCS. It operates in accordance with the provisions of the NCC Operating Charter and carries out its activities under the day-to-day operational coordination of a Federal Government official, the Manager, NCC, who is also the NCS Assistant Manager for Emergency Preparedness. The Manager, NCC, in turn, reports to the Manager and Deputy Manager, NCS. The NCC serves as the Telecommunications

Functional Group when the national security emergency response structure is activated in wartime emergencies.

3.1.2.3 NCS Member Organizations. All Federal departments and agencies are required by EO 12472 to prepare policies, plans, and procedures covering telecommunication facilities, services, and equipment under their Day-to-Day management or operational control in order to maximize their capability to respond to the NS/EP needs of the Federal Government. The telecommunications assets of the entities represented on the NCS COP are part of the NCS. These entities, as member organizations of the NCS, are responsible for assisting the President, the NSC, and the Director, OSTP, in the exercise of their non-wartime and wartime telecommunications functions and responsibilities and the coordination of the planning for and provision of Federal Government NS/EP telecommunications under all circumstances. In addition, EO 12472 assigns specific NS/EP telecommunications functions to certain NCS member organizations as follows:

- o Department of Commerce (DOC) - Crisis or emergency radio spectrum assignments, priorities, and allocations for the Federal Government;
- o Federal Emergency Management Agency (FEMA) - Telecommunications to support assigned emergency management responsibilities, State and local government advice and assistance, management oversight for the Emergency Broadcast System (EBS), and private radio licensee advice and assistance;
- o Department of State (DOS) - Telecommunications for diplomatic activities;
- o Department of Defense (DOD) - Military telecommunications support and telecommunications security and protection;
- o Department of Justice (DOJ) - Legal review of NS/EP telecommunications policies, plans, or procedures as requested;
- o Central Intelligence Agency (CIA) - Telecommunications support for intelligence activities;
- o General Services Administration (GSA) - Federal Government domestic NS/EP telecommunications requirements; and
- o Federal Communications Commission (FCC) - Regulatory oversight and assignment of radio frequencies to Commission licensees.

3.1.3 Regional Management and Response Operations

GSA officials in the Federal regions develop NS/EP telecommunications management and response plans in accordance with national policy guidance and direction provided by the NSC and OSTP and planning guidance provided by the Administrator, GSA; the Director, FEMA; and the Manager, NCS. The regional GSA staff works closely with counterpart State and local officials and with representatives of telecommunications service providers in the region.

Regional GSA staff members also carry out, as necessary, regional telecommunications management and response operations, e.g., assessing damage, identifying NS/EP telecommunications service requirements, and coordinating and expediting requests for emergency telecommunications services. They are assisted under emergency conditions by regional telecommunications specialists from Federal agencies present in the region and representatives of commercial telecommunications service providers. Supplementary assistance could be provided by the OMNCS.

Under emergency conditions, the regional GSA staff may also lead regional telecommunications functional groups that would be composed of representatives of those Federal agencies present in the regions and be assisted by representatives of telecommunications service providers operating in the regions. These regional functional groups coordinate NS/EP telecommunications management and response activities in the regions, working in conjunction with other regional functional area groups and regional coordinators designated by Director, FEMA, or the President.

3.2 NS/EP Telecommunications Operating Conditions

EO 12472, Section 1(b), provides for coordination of the planning for and provision of NS/EP telecommunications under all circumstances, including crisis or emergency, attack, recovery, and reconstitution. However, the statutory authorities that govern Federal Government NS/EP telecommunications management and response activities vary according to circumstance. Federal Government NS/EP telecommunications management and response capabilities, plans, and procedures must therefore be designed to ensure they are consistent and compatible with the authorities applicable to particular circumstances.

Accordingly, the three general operating conditions that provide the framework for the assignment of NS/EP telecommunications functions in EO 12472 are used for NS/EP telecommunications management and response planning purposes: Day-to-Day¹⁵; Non-Wartime Emergency; and Wartime

¹⁵-----
The term "Day-to-Day" reflects the essential focus of Section 2(c) of EO 12472, entitled "Planning and Oversight Responsibilities."

Emergency. The kinds of emergency situations included in each of the three EO 12472 operating conditions are shown in Figure 2. Also shown in Figure 2 are the relationships between (1) the EO 12472 operating conditions and the two broad types of emergencies--domestic and national security--established by the EOP, and (2) the EO 12472 operating conditions and the emergency periods used in the NS/EP telecommunications requirements and architecture efforts (i.e., peacetime, crisis/mobilization, late trans-attack, and early post-attack).

3.2.1 Day-to-Day

The Day-to-Day operating condition is the normal or baseline operating condition. The primary focus of NS/EP telecommunications activity in this operating condition is the effective execution of the non-emergency planning, oversight, and coordinating activities necessary to ensure the effective provision of NS/EP telecommunications under all circumstances. These activities include developing emergency management and response plans and procedures; training, testing, and exercising; monitoring the status of the public switched networks (PSNs); and transmitting, as necessary, any relevant warning and alerting information.

In addition, local/regional natural or technological disasters/emergencies or other discrete emergency situations may create the need for intensified monitoring of the status of NS/EP telecommunications or for action at the national level to expedite the provisioning or restoration of certain NS/EP telecommunications services. Such emergency situations may include critical situations having the potential for developing into a FEMA Extraordinary Situation, Presidentially Declared Emergency/Disaster¹⁶, or National Emergency¹⁷ as well as other events with the potential for creating the need for extraordinary telecommunications support. Federal Government attention and response may thus be warranted. The following potential emergency situations could involve telecommunications damage or congestion:

- a. Natural disasters (such as hurricanes, tornadoes, floods, earthquakes, earth slides, blizzards, and tidal waves), and critical situations (such as fire, explosions, epidemics, civil disturbances, hazardous materials accidents, and power blackouts)

¹⁶See Section 3.3.2 of this document for definitions of FEMA Declared Extraordinary Situations and Presidentially Declared Emergencies and Major Disasters.

¹⁷As declared by the President in accordance with the National Emergencies Act.

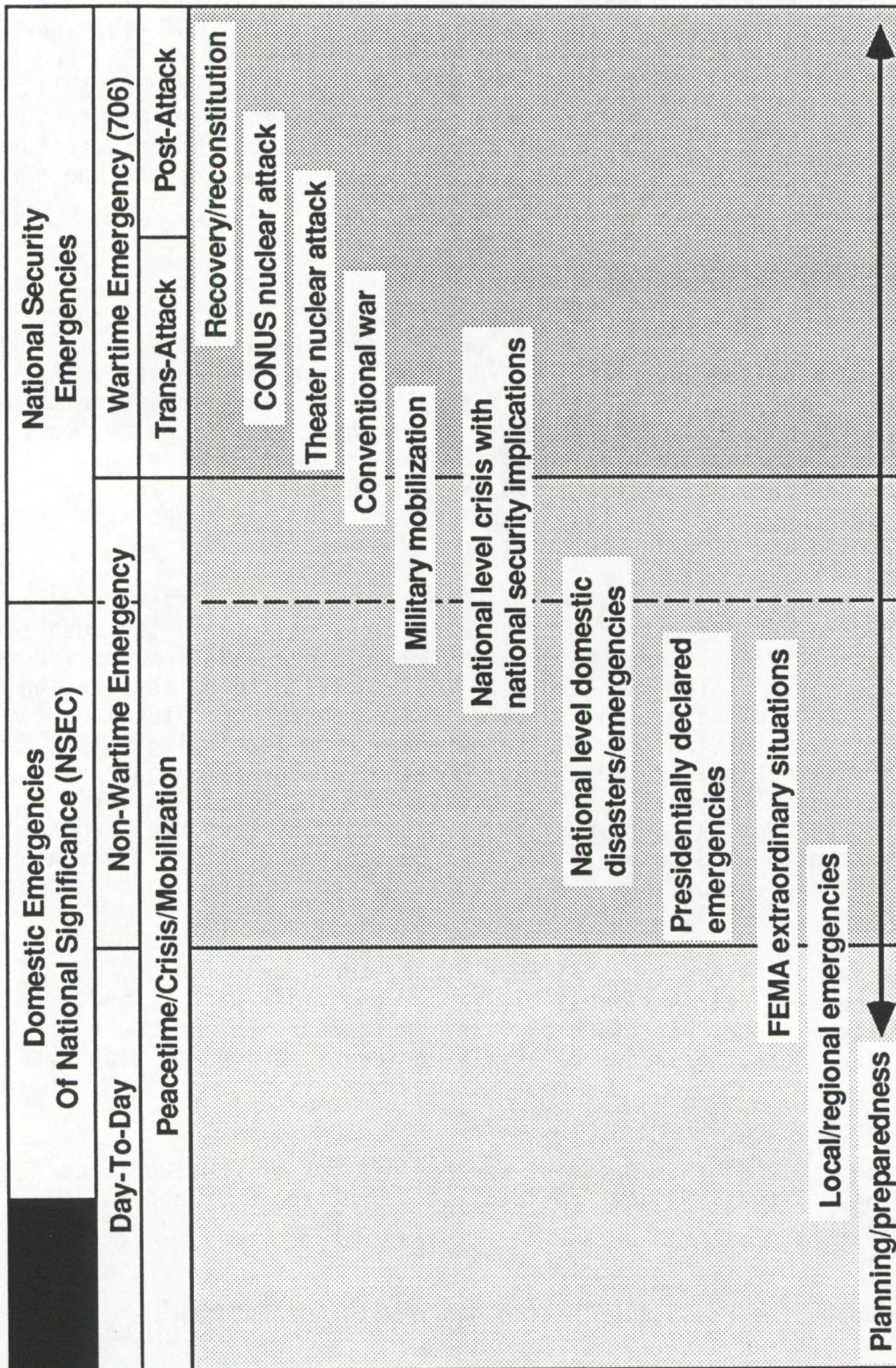


FIGURE 2
NSEP TELECOMMUNICATIONS OPERATING CONDITIONS

- b. Major failures or disruptions of overseas transmission systems or international services
- c. Situations where unusual events create regional or national concern and confusion with the result that abnormal telecommunications traffic patterns or congestion develop for an extended period
- d. Sabotage of major communications installations or facilities
- e. Major industry work stoppages with the potential to significantly affect telecommunications operations
- f. Significant curtailments in service on Government telecommunications networks or facilities due to technical or operational problems, or traffic situations
- g. Extreme catastrophic technological, natural, or other domestic emergencies of national significance in response to which the resident has activated the NSEC.¹⁸

Although these situations may not singly or collectively warrant or permit formal FEMA action or a Presidential Declaration, they may create requirements for services and capabilities that are beyond the normal procedures and/or capabilities of individual Government agencies or commercial carriers. They may thus have special significance for NS/EP telecommunications and give rise to a need for Federal response.

3.2.2 Non-Wartime Emergency

The Non-Wartime Emergency operating condition encompasses a broad range of both domestic and national security emergency situations that could significantly impact NS/EP telecommunications and thus require, and permit, concerted Federal NS/EP telecommunications management and response activity. In these situations, Federal assistance efforts and/or unusual demands for communication services may generate telecommunications requirements that exceed existing capabilities. A higher level of readiness for emergency management and response is thus required at the national level, and response operations may be initiated in accordance with national and regional plans and procedures, such as the Federal Radiological Emergency Response or Catastrophic Earthquake Plans.

The Non-Wartime Emergency operating condition is initiated by officials acting in accordance with applicable statutes, regulations, or plans. When the situations listed in Section 3.3.1 do not require Federal

¹⁸JTRB Standard Operating Procedures

response nor warrant a formal Presidential or FEMA Declaration, NS/EP telecommunications response activities are carried out in the Day-to-Day mode. However, The Director, OSTP, may determine that the situation constitutes a "telecommunication emergency" and that Federal response is required.¹⁹ In such cases, the Director may, in consultation with the JTRB and the Manager, NCS, authorize the initiation of Non-Wartime Emergency operations in the absence of a formal emergency declaration.

In addition, the following emergency situations would require concerted Federal Government management and response activity and thus trigger the Non-Wartime Emergency operating condition for telecommunications:

- a. FEMA Extraordinary Situations
- b. Presidentially Declared Emergencies and Major Disasters
- c. Extreme catastrophic technological, natural, or other domestic disasters of national significance in which the National System for Emergency Coordination (NSEC) is activated by the President
- d. Presidential action in response to national security emergencies, short of declared war or nuclear attack upon the United States, that degrade or threaten to degrade the national security of the United States, including natural or technological disasters/emergencies with national security implications and the mobilization of U.S. armed forces or defense industrial resources in response to an external military threat.

A FEMA Extraordinary Situation is any situation that in the judgment of the FEMA Director, has unique national significance and requires coordination of the Federal presence.²⁰ These Extraordinary Situations may not necessarily, however, lead to Presidentially Declared Emergencies or Major Disasters.

¹⁹JTRB Standard Operating Procedures

²⁰Any situation which, in the judgment of the FEMA Director, has unique national significance and requires coordination of the Federal presence. The term includes a radiological incident or disaster, catastrophic hazardous material situation, catastrophic man-made emergency, a major civil disturbance having national significance, and response to an incident associated with a special event such as a political, sports, or entertainment extravaganza. National Plan for Telecommunications Support, p. 4.

Presidentially Declared Emergencies²¹ or Major Disasters²² may result from a range of catastrophes defined in Public Law 93-288. These are catastrophes that, in the determination of the President, cause damage of sufficient severity and magnitude to require Federal emergency assistance to supplement State and local efforts and resources.

In the case of an extreme domestic emergency with national, as opposed to State or regional, significance, the EOP official responsible for Cabinet Affairs will consult with the NSC and appropriate Executive Branch departments and agencies to develop for consideration by the President specific action plans for Federal responses. The President may then activate the National System for Emergency Coordination (NSEC).

The President may also, as Chief Executive and Commander-in-Chief, take specific action in response to natural or technological disasters/emergencies that degrade or threaten to degrade national security. Such actions may or may not involve the formal declaration of a National Emergency²³. In the case of telecommunications, Non-Wartime Emergency operations would be activated by the Director, OSTP, at the direction of the President or the President's authorized designee, i.e., a national coordinator for national security emergency response.

In response to an international crisis or external military threat, the President in his capacity as Chief Executive and Commander-in-Chief may take action to call up military reserve units or to increase the production of critical military/defense materials and equipment. In such situations

²¹"Emergency" means any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other catastrophe in any part of the United States which requires Federal emergency assistance to supplement State and local efforts to save lives and protect property, public health and safety or to avert or lessen the threat of a disaster.

²²"Major disaster" means any of the above catastrophes "which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the [Disaster Relief] Act, above and beyond emergency services by the Federal Government, to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

²³As provided for in the National Emergencies Act (50 U.S.C. 1601)

the President may take action on the basis of certain standing emergency authorities, e.g., the Defense Production Act, or may formally declare a National Emergency in order to facilitate emergency responses. These actions may not necessarily, however, lead to a declaration of war or invocation of the President's telecommunications war emergency powers under the Communications Act of 1934. In the case of telecommunications, Non-Wartime Emergency operations would be activated by the Director, OSTP, at the direction of the President or the President's authorized designee, i.e., a national coordinator for national security emergency response.

3.2.3 Wartime Emergencies

The third NS/EP telecommunications operating condition encompasses situations in which a national telecommunications management and response capability must exist to support critical national security needs and functions, i.e., attack, war or threat of war, recovery, and reconstitution. In these situations, the President may invoke some or all of the war emergency powers granted in Section 706 of the Communications Act of 1934. Approved plans and procedures for Federal Government management of national telecommunications resources would also be implemented, and the NTMS would be deployed and activated. Such actions would enable the Federal Government to direct the use of national telecommunications resources in accordance with national needs and priorities.

3.3 NS/EP Telecommunications Management and Response Support Capabilities

In carrying out NS/EP telecommunications response activities, the NCS relies primarily on the telecommunications assets owned or leased by its member organizations and the extensive resources of the U.S. Telecommunications Industry. In addition, the following capabilities have been, or are currently being, developed by the NCS to support NS/EP telecommunications management and response operations:

- o NS/EP Telecommunications Procedures and Restoration Priority (RP) System
- o Telecommunications Service Priority (TSP) System
- o Emergency Preparedness Management Information System (EPMIS)
- o Shared Resources High Frequency Radio Program (SHARES)
- o National Level NS/EP Telecommunications Programs, i.e., the Nationwide Emergency Telecommunications Service (NETS), Commercial

Network Survivability (CNS), and Commercial SATCOM Interconnectivity (CSI) programs,

o National Telecommunications Coordinating Network (NTCN)

The anticipated use of these support capabilities in the three NS/EP telecommunications operating conditions is discussed below and graphically portrayed in Figure 3.

3.3.1 NS/EP Telecommunications Procedures and Restoration Priority (RP) System

The NS/EP Telecommunications Procedures and the NCS/FCC Restoration Priority (RP) System currently provide for the provisioning and restoration of certain NSEP telecommunications services. The Procedures, which are detailed in the NS/EP Telecommunication Procedures Manual (1987), establish two qualifying categories for the invocation of NS/EP--"Emergency" and "Essential" telecommunications services²⁴. The Procedures also establish a four-step process for expediting NS/EP service initiation or restoration²⁵ and provide the rationale and justification for expediting service initiation or restoration. Following the determination of whether the telecommunications service requirement qualifies for designation as NS/EP, a properly authorized Federal Government official declares that NS/EP treatment is necessary to satisfy the requirement. Industry or Government may then obtain confirmation that the service requirements was properly identified and/or invoked. Finally, the NS/EP telecommunications service is initiated or restored.

The NCS/FCC RP System established a uniform system of priorities for the restoration of vital common carrier provided, intercity, private line telecommunications services during emergency situations. The rules and regulations governing this System were contained in Title 47 of the Code of Federal Regulations. The RP System applied only to intercity private line services and does not address the provisioning of telecommunications services. To remedy these and other deficiencies, the NCS and the FCC are in the process of implementing a new Telecommunications Service Priority (TSP) for NS/EP telecommunications.

3.3.2 Telecommunications Service Priority (TSP) System

When fully developed and implemented, the TSP System will replace both the existing NS/EP Telecommunications Procedures and the old RP System, and

²⁴See Appendix A for definition of "Emergency" and "Essential."

²⁵The Procedures apply primarily to provisioning since restoration is provided for in RP System rules and regulations.

Support Capabilities	Operating Conditions				
	Domestic Emergencies of National Significance (NSEC)		National Security Emergencies		
	Day-To-Day	Non-Wartime Emergency	Wartime Emergency (706)		
	Peacetime/Crisis/Mobilization		Trans-Attack	Post-Attack	
PSN/ Private Line					
NSEP Telecom Procedures					
TSP					
EPMIS					
SHARES					
NLP					
NTCN					

FIGURE 3
NSEP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE
SUPPORT CAPABILITIES AND OPERATING CONDITIONS

provide a new regulatory, administrative, and operational framework for authorizing and providing for the priority treatment of NS/EP telecommunications services. Within this framework, telecommunications service providers can initiate, restore, or otherwise act on a priority basis to ensure effective NS/EP telecommunications services. This system of TSP assignments will thus help to ensure that those services that have been determined, on the basis of TSP criteria and categories, to be the most critical to NS/EP will be initiated or restored on a priority basis.

3.3.3 Emergency Preparedness Management Information System

The EPMIS is being developed as an information processing and decision support tool for NS/EP telecommunications management and response. When fully developed and implemented, the system is to be composed of the national level EPMIS, regionally-deployed national level EPMIS components, and regional level EPMIS components. The national level and regionally-deployed components will facilitate the monitoring of regional and interregional emergencies by the OMNCS. The regional level components will provide regional NS/EP telecommunications officials with a set of automated tools, compatible with the national level EPMIS, to assist them in supporting localized emergencies without the direct involvement of the OMNCS. The national level EPMIS is a management tool designed to assist the Manager, NCS, in allocating telecommunications resources to restore NS/EP telecommunications, e.g., a key EPMIS function maps surviving national telecommunications resources to telecommunications service requests.

3.3.4 Shared Resources High Frequency Radio Program (SHARES)

The SHARES High Frequency (HF) Radio Program and supporting SHARES HF Radio Network comprise a nationwide collection of existing Federally controlled and affiliated HF radio assets that will handle emergency messages for any Federal entity during a crisis or emergency. The HF radio resources supporting the SHARES Network are identified and volunteered by the Federal entities and included in a nationally distributed SHARES HF Radio Program Directory. Following standard radio operating and message formatting procedures, participating stations agree to process essential communications for other SHARES participants as long as it does not interfere with the operation of the station or its mission. The SHARES capability is further described in the "Shared Resources High Frequency Radio Program Concept of Operations" (1986).

3.3.5 National Level NS/EP Telecommunications Programs

Three national level NS/EP telecommunications programs are being developed and implemented within the framework of the overall National Level NS/EP Telecommunications Program (NLP): the Nationwide Emergency

Telecommunications Service (NETS), the Commercial Network Survivability (CNS) program, and the Commercial SATCOM Interconnectivity (CSI) program.

NETS is being designed to enhance the survivability and increase the probable connectivity of surviving elements of the PSNs in support of NS/EP telecommunications. NETS will use all surviving assets of the PSNs and increase useful voice-band connectivity through innovative routing schemes and the deployment of call controllers.

The CNS program is being designed to augment NETS and to provide a terrestrial means for interconnecting the assets of multiple carriers in order to increase their capability to carry NS/EP traffic. Other CNS activities focus on the identification and use of network management techniques and procedures to give priority treatment to NS/EP calls.

The CSI program also augments NETS and will provide long-haul, point-to-point satellite communications connectivity between isolated PSN resources. The Phase I program provides a commercial satellite communications capability to support PSN reconstitution. A proposed second phase of the program would further expand these capabilities, possibly to include international NS/EP telecommunications requirements.

3.3.6 National Telecommunications Coordinating Network (NTCN)

The NTCN is being designed as a low-throughput, minimum essential communications network that will allow NTMS coordination and direction of the reconstitution of the national telecommunications infrastructure in the event of an invocation of Section 706 of the Communications Act of 1934, as amended. When implemented, the NTCN will provide minimal communications connectivity between operational elements of the NTMS located in fragmented, surviving geographic "pockets" within CONUS. It would be used exclusively until such time as sufficient PSN telecommunications facilities become available to coordinate and restore NS/EP services. The NTCN is to be established through procedural integration of multiple, existing telecommunications assets (e.g., landline via the PSN and radio via HF, SATCOM, and meteor burst).

4.0 NS/EP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE ACTIVITIES: DAY-TO-DAY

Day-to-Day activities and operations are primarily directed toward the development and enhancement of NS/EP telecommunications management and response capabilities and the maintenance of a high level of response readiness. However, local/regional natural or technological disasters/emergencies or other discrete emergency situations may create the need for intensified monitoring of the status of NS/EP telecommunications. Action at the national level may also be needed to expedite the provisioning or restoration of particular NS/EP telecommunications services.

Under Day-to-Day conditions, NS/EP telecommunications management and response elements perform the following general functions:

- o Development of emergency telecommunications response plans and procedures
- o Development and implementation of NS/EP telecommunications response test and exercise programs and procedures
- o Development and maintenance of NS/EP telecommunications resource inventories
- o Monitoring of worldwide situation
- o Monitoring of status of public switched networks
- o Coordination, as required, of Telecommunications Industry and Federal Government responses to Essential and Emergency NS/EP telecommunications Service requirements²⁶

The Day-to-Day relationships among NS/EP telecommunications management and response elements are illustrated in Figure 4 and described below.

4.1 National Policy Guidance and Direction

4.1.1 Planning

Under Day-to-Day conditions, national level elements provide direction, oversight, and coordination for the development of plans, programs, and standards for the identification, allocation, and use of Federal telecommunications resources in emergency situations.

²⁶See NSEP Telecommunications Definitional Framework

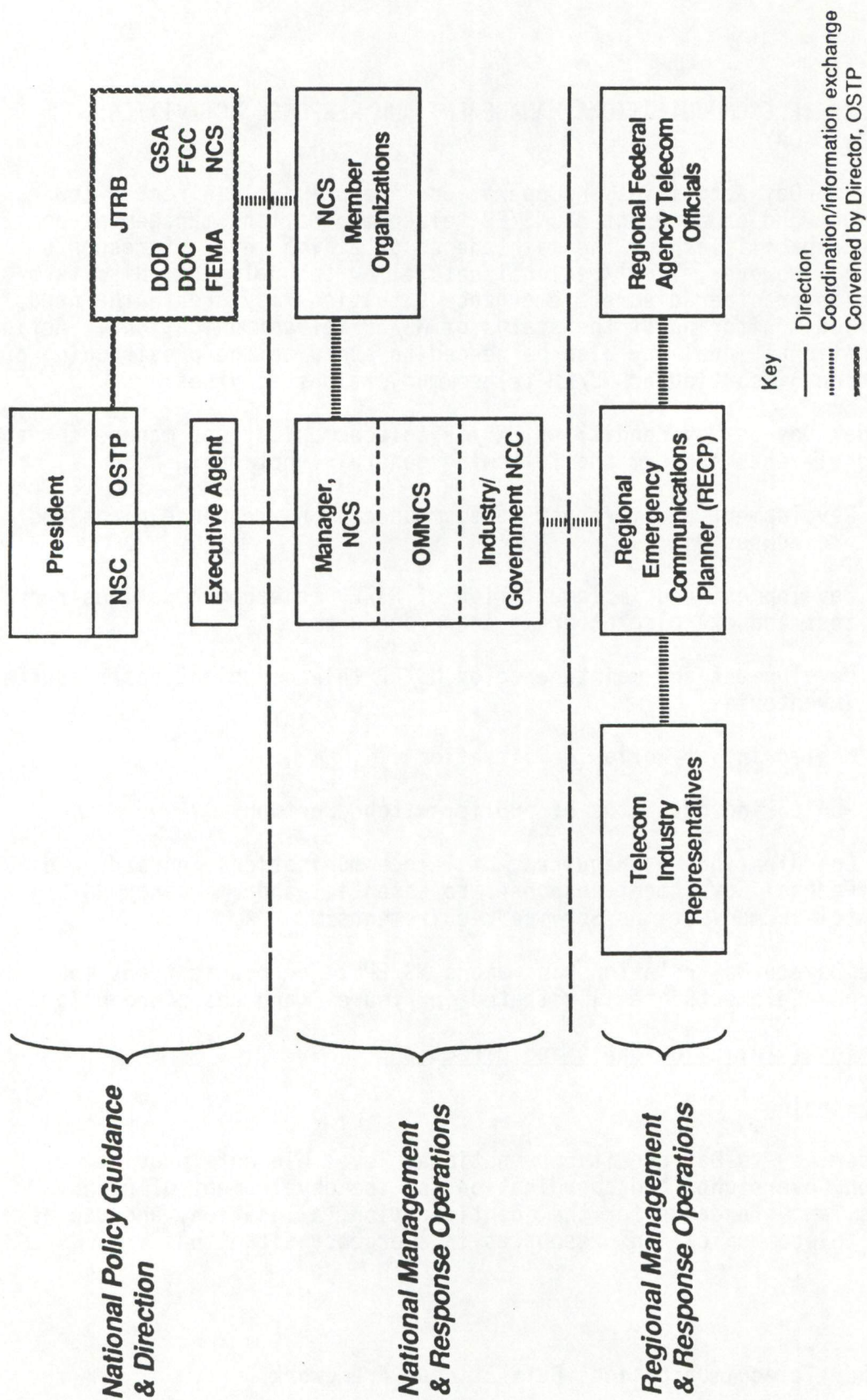


FIGURE 4
NSEP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE ELEMENTS
DAY-TO-DAY

The NSC provides policy direction for the potential exercise of the President's non-wartime and war emergency functions, and advises and assists 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 during crises or emergencies in which the President's war power functions are not required or permitted.

The NSC is thus responsible for ensuring the coordinated development of policy, plans, programs, and standards for the mobilization and use of national telecommunication resources. Consistent with these responsibilities, the NSC also provides policy oversight and direction for the activities of the NCS, and policy oversight and guidance for the execution of the NS/EP telecommunications responsibilities assigned to Federal departments and agencies by EO 12472.

In the Day-to-Day period, the Director, OSTP, prepares to perform his non-wartime emergency functions and to direct, if so instructed, the exercise of the war power functions of the President. The Director, OSTP, also advises the President on the test, exercise, and evaluation of the ability of communications networks or facilities to meet NS/EP requirements; reviews and evaluates the results of tests, exercises, and "after-action" reports; and develops recommendations for the improvement of NS/EP telecommunications response capabilities. In addition, the Director oversees the development and promulgation of Federal NS/EP telecommunications response plans, procedures, and regulations, and chairs the JTRB.

Acting in consultation with each other, the NSC and the Director, OSTP, establish arrangements for consultation among interested Federal departments, agencies, or entities to ensure that NS/EP telecommunication needs are identified, that mechanisms to address such needs are incorporated into plans and procedures, and that the needs are met in a manner consistent with other national telecommunication policies. The Director of the Office of Management and Budget (OMB), in consultation with the NSC and Executive Agent, NCS, is responsible for prescribing general guidelines and procedures for reviewing the financing of NS/EP telecommunication initiatives and for the preparation of budget estimates by participating agencies.

The JTRB assists the Director, OSTP, during non-emergency situations by meeting to support major Federal readiness exercises or to consider non-wartime emergency telecommunications policies and procedures.

The Executive Agent, NCS, ensures that the NCS conducts unified planning and that NCS activities are conducted in conjunction with FEMA's activities. The Executive Agent also makes recommendations to the EOP on the assignment of implementation responsibilities to NCS member entities,

on new initiatives to assist in the exercise of Executive Office responsibilities, and on changes in the composition and structure of the NCS. In addition, the Executive Agent oversees the activities of, and provides personnel and administrative support to, the Manager, NCS.

4.1.2 Operations

In the Day-to-Day period, the JTRB may, at the request of the Director, OSTP, monitor potential or actual emergency situations that might pose significant threats to telecommunications facilities or services, and other situations that may create the need for extraordinary telecommunications support. It reviews information submitted to the EOP and the Director, OSTP, and provides its recommendations to appropriate officials. The JTRB also provides emergency response information and advice to the EOP and facilitates concerted, timely decisionmaking and execution of Day-to-Day emergency response activities at the national and regional levels.

In the Day-to-Day period, the Director, OSTP, may determine that a higher level of response activity is required to meet the NS/EP telecommunications requirements presented by a particular crisis or emergency situation or potential situation. The Director, OSTP, would then advise the JTRB and the Manager, NCS, of this determination, and Non-Wartime Emergency response activities would be initiated for telecommunications.

The Executive Agent, NCS, ensures that the NCS conducts unified operations in conjunction with FEMA's activities. In addition, the Executive Agent oversees the activities of, and provides personnel and administrative support to, the Manager, NCS.

4.2 National Response Management

The NCS assists the President, the NSC, and the Director, OSTP, in the exercise of their NS/EP telecommunications functions and responsibilities and in the coordination of the planning for and provision of Federal Government NS/EP telecommunications under all circumstances.

4.2.1 Planning

The Manager, NCS, works with the NCS COP and the NCS member organizations to develop NS/EP telecommunications response plans and procedures; to establish, test, and exercise NS/EP telecommunications response capabilities; and to develop and implement technical initiatives for the enhancement of NS/EP telecommunications management and response capabilities. The Manager and the OMNCS also maintain working relationships with commercial telecommunication service providers at the national level through the NSTAC and the NCC.

The joint industry-government NCC assists in the development and implementation of NS/EP telecommunications management and response plans, procedures, and capabilities. The NCC maintains access to inventories of equipment, personnel, and other resources available for restoration operations; develops and exercises service restoration plans; and maintains an ability to transition from normal to emergency operations.

The NCS member organizations develop and maintain their own internal NS/EP telecommunications management and response plans and procedures, designate resident or nonresident representatives to the NCC, and participate in readiness exercises. In addition to these NCS activities, certain NCS member organizations carry out specifically assigned NS/EP telecommunications responsibilities on a Day-to-Day basis as follows:

- o The National Telecommunications and Information Administration (NTIA) of the DOC develops, maintains, and publishes plans and procedures concerning crisis or emergency radio spectrum assignments, priorities, and allocations for the Federal Government.
- o FEMA plans for, provides, and maintains internal telecommunications services as part of the National Emergency Management System (NEMS). FEMA also provides advice and assistance to State and local governments regarding their NS/EP telecommunication requirements; ensures that the NS/EP telecommunications planning by State and local governments is supportive of, and consistent with, Federal planning; and develops plans and provides policy and management oversight for the Emergency Broadcast System.
- o DOS plans for, provides, and maintains telecommunications services to Federal entities represented at U.S. diplomatic missions and consular offices overseas.
- o DOD plans, provides, and maintains military telecommunications services and ensures that the National Security Agency (NSA) provides technical support for the security and protection of NS/EP telecommunications.
- o DOJ reviews for legal sufficiency, including consistency with the antitrust laws, all policies, plans or procedures developed pursuant to responsibilities assigned by EO 12472.
- o CIA plans for, provides, and maintains telecommunication services adequate to support the dissemination of intelligence information within the Federal Government.

- o GSA ensures that civil agency domestic Federally owned or managed communications facilities and services meet NS/EP requirements.
- o The FCC reviews the policies, plans, and procedures developed in support of NS/EP services by entities licensed or regulated by the Commission to ensure that they are consistent with the public interest, convenience, and necessity, and performs other functions required by law with respect to all entities licensed or regulated by the Commission.

4.2.2 Operations

The OMNCS administers the assignment of telecommunications restoration priorities and oversees the use of procedures that govern the expedited provisioning or restoration of Emergency and Essential NS/EP telecommunications services.²⁷

The OMNCS, in conjunction with the NCC and the National Communications System/Defense Communications Agency Operations Center (NCS/DCAOC), monitors the status of critical situations that have the potential for developing into major domestic and national security emergencies, the status of NS/EP telecommunications services and public switched networks, and the status of civil and military readiness levels. The OMNCS and the NCC also, as required, coordinate and expedite industry responses to Essential and Emergency NS/EP telecommunications service requirements. The OMNCS staff maintains contact with the FEMA National Emergency Coordination Center (NECC), and regional NS/EP telecommunications officials provided by GSA as well as with other key Government operations centers.

Industry and Government NCC resident personnel maintain contact with their respective operations centers to identify problems or disruptions with potential NS/EP implications. The NCC performs watch center functions during normal working hours, with an OMNCS watch officer acting as the representative of the Manager, NCS, and the Manager, NCC. The NCS/DCAOC performs watch center functions on a 24-hour basis, thereby supplementing the watch center activities of the NCC. NCC and OMNCS staff members are on-call 24 hours a day.

²⁷-----
On October 27, 1988, the FCC approved the new Telecommunications Service Priority (TSP) System as the replacement for the existing NCS/FCC Restoration Priority (RP) System. The new TSP System will be implemented over the next several years. The NSEP Telecommunications Procedures will also be folded into the TSP System.

At the national level, Federal departments and agencies experiencing difficulty with telecommunications, or receiving information regarding emergency situations with significant NS/EP telecommunications implications, forward this information to the OMNCS via the NCC. Additional information of this nature may be provided by other Federal Government operation centers. Upon receipt of this information, the OMNCS, in consultation with FEMA, evaluates the information to ascertain whether the situation poses a significant threat to NS/EP telecommunication facilities or services, or has created a need for extraordinary communications support. If so, situation reports would be submitted to the Manager, NCS, the Director, OSTP, and the NSC that describe the following:

- o Type and extent of emergency situation
- o Location or area likely to be impacted by the emergency situation
- o Anticipated time of the emergency situation
- o Local actions taken
- o Federal support required²⁸

Following the initial notification, the Manager, NCS, and the Director, FEMA, ensure that pertinent information about the emergency is provided to the Director, OSTP.

4.3 Regional Response Management

The focal points for Day-to-Day regional NS/EP telecommunications response management are regional GSA staff members who serve as the Regional Emergency Communications Planners (RECPs) in the Federal Regions. These officials are responsible for the development of NS/EP telecommunications management and response plans within their regions.

The Administrator, GSA, assigns a regional GSA staff member as the RECP. The RECPs gather pertinent data from Federal, State, and local government agencies in the regions and develop working relationships with the FEMA Regional Directors. Each RECP provides support to the FEMA Regional Director for NS/EP telecommunication functions and establishes coordination channels with the RECPs in adjoining regions. The RECP also maintains working relationships with other Federal regional elements, CONUS Army emergency operations centers, telecommunications service providers in the region, state and local government representatives, and other organizations with telecommunication resources within the region.

²⁸JTRB Standard Operating Procedures and JTRB Interim Response and Coordination Procedures

The RECPs develop and maintain the Regional Communications Support Plans and prepare to carry out regional NS/EP telecommunications response activities as required. The RECPs are also responsible for training individuals who might potentially be called upon to conduct or support NS/EP telecommunications response operations.

5.0 NS/EP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE ACTIVITIES: NON-WARTIME EMERGENCIES

The Non-Wartime Emergency operating condition encompasses a broad range of emergency situations that require concerted Federal Government response, but do not require or permit the exercise of the President's war emergency powers under Section 706 of the Communications Act. The key roles and relationships among NS/EP telecommunications management and response elements under this operating condition are outlined in Figure 5 and discussed below.

5.1 National Policy Guidance and Direction

The NSC provides policy direction for the exercise of the President's non-wartime emergency telecommunications functions, should the President so instruct. The Director, OSTP, provides 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.

In the event of a Non-Wartime Emergency, the Director, OSTP, monitors the emergency and may seek advice and assistance from the JTRB. The JTRB, as requested, reviews information about the emergency situation, evaluates response options and support requirements, and provides recommendations to the Director, OSTP. The JTRB also assists in the coordination of Federal Government NS/EP telecommunications management and response operations and, as necessary, serves as a high-level conflict resolution mechanism for NS/EP telecommunications response issues. The JTRB serves as the Telecommunications Functional Group when the NSEC is activated or when the national security emergency response structure is activated in non-wartime emergencies.

5.1.1 Domestic Emergencies

In domestic emergencies with national significance, the Director, OSTP, oversees the coordination of NS/EP telecommunications responses and the coordination of NS/EP telecommunications management and response activities with activities in other functional areas. These coordination activities are conducted in accordance with guidance provided by the Domestic Policy Council within the framework of the National System for Emergency Coordination (NSEC) and in accordance with established national and regional response plans. If directed, the Director, OSTP, would, in consultation with the Manager, NCS, activate the Telecommunications Functional Group.

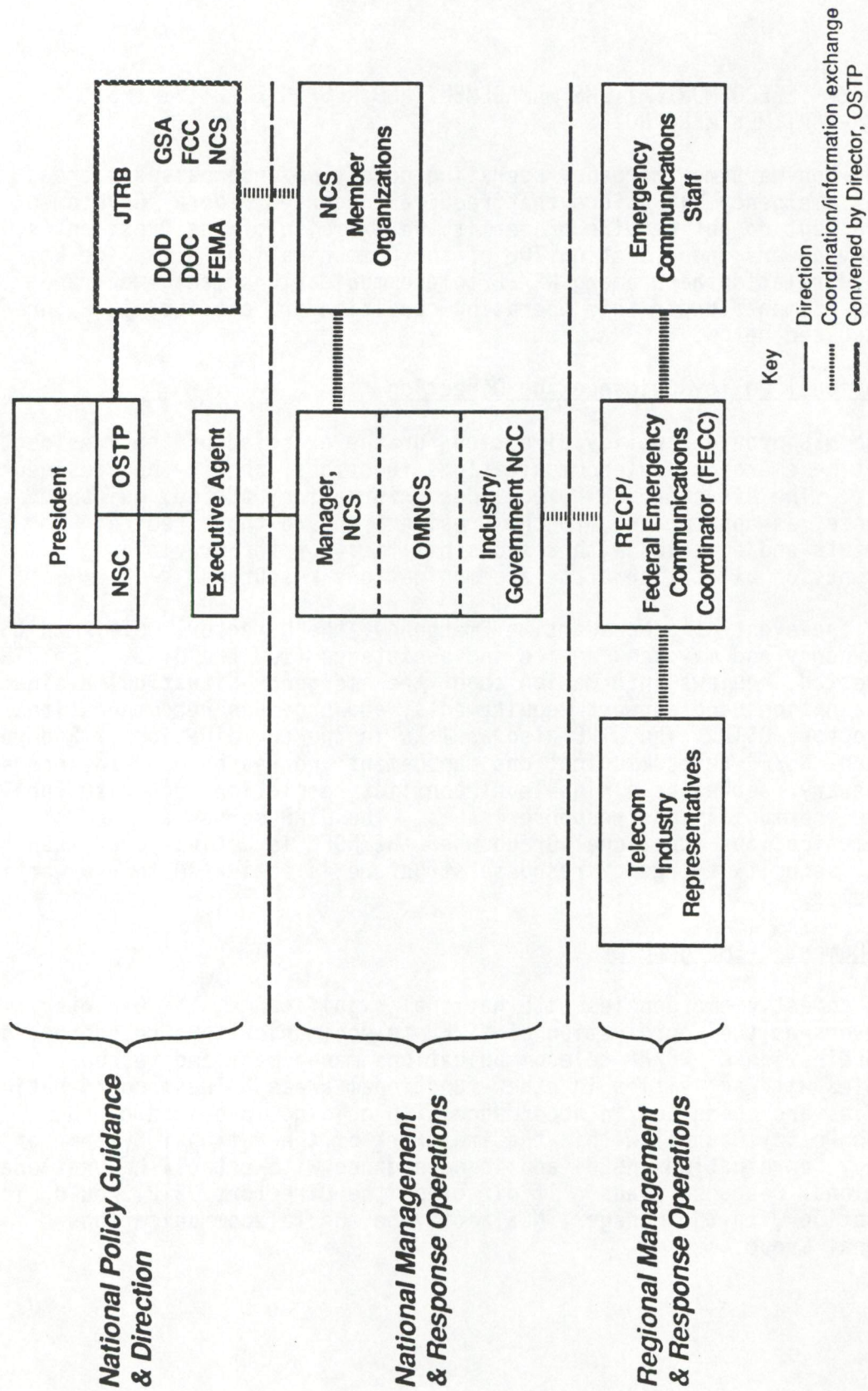


FIGURE 5
NSEP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE ELEMENTS
NON-WARTIME EMERGENCY

5.1.2 National Security Emergencies

In non-wartime national security emergencies, i.e., short of attack or war, the Director, OSTP, with the advice and assistance of the JTRB, advises and assists the President and the National Security Council. The Director, OSTP, also provides guidance and direction for the conduct and coordination of NS/EP telecommunications responses and oversees the coordination of NS/EP telecommunications response activities with activities in other functional areas. The national security emergency response activities of the Director, OSTP, and the JTRB are conducted in accordance with direction provided by the NSC within the framework of the national security emergency response structure. If directed, the Director, OSTP, would, in consultation with the Manager, NCS, activate the Telecommunications Functional Group. In non-wartime national security emergency situations, the JTRB serves as the Telecommunications Functional Group.

In addition, the Director, OSTP, with the advice and assistance of the JTRB, may conclude that an emergency situation requires invocation of the President's Section 706 war emergency powers. The Director, OSTP, would then provide recommendations regarding the need for such action to the NSC.

5.2 National Response Management

5.2.1 Domestic Emergencies

In domestic emergencies that do not warrant or permit formal FEMA or Presidential Declarations, NS/EP telecommunications management and response elements may be activated by Director, OSTP, and the Manager, NCS, to carry out Non-Wartime Emergency telecommunications response operations, e.g., ensuring the continuity of critical NS/EP telecommunications services. Such operations would be carried out as authorized by applicable Federal statutes and directives and in accordance with the approved response plans and procedures.

In the event of a FEMA Extraordinary Situation, the Director, FEMA, designates a Senior FEMA Official (SFO) to provide guidance and direction for the Federal recovery effort. In the event of a Presidential Declaration of an Emergency or a Major Disaster, the Director, FEMA, designates a Federal Coordinating Officer (FCO) to provide overall guidance and direction for the Federal recovery effort. These declarations trigger implementation of the National Plan for Telecommunications Support in Non-Wartime Emergencies, which provides for telecommunications support for Federal recovery operations.

In these situations, the OMNCS provides a 24-hour point of contact, monitors recovery efforts, coordinates with the NCS member entities, and, if necessary, provides an NCS Communications Resource Manager (CRM) to

assist in regional communications coordination efforts. The Manager, NCS, may also deploy an OMNCS staff member to the disaster area as an observer in order to assess the effectiveness of the national support plan. When two or more adjoining regions are affected by a disaster, the Manager, NCS, may appoint a CRM to ensure the equitable distribution of assets among regions.

In domestic emergencies, the NCC coordinates and expedites responses to emergency telecommunications requirements. Its involvement in domestic emergency or crisis situations may be triggered if:

- a. Telecommunications industry representatives request assistance from the NCC in NS/EP situations
- b. An affected Federal Government organization declares that existing procedures will not provide sufficient NS/EP service, or
- c. The scope of the NS/EP service or support requirements involves coordination across several states, regions, companies, or organizations.²⁹

When NCC involvement is required, affected Government and/or industry entities report damage, service outages, and estimates of restoration capabilities to the NCC. The Manager, NCC, acting for the Manager, NCS, then prioritizes Federal Government NS/EP requirements for initiation or restoration of telecommunication services. The Manager, NCC, confers with industry and/or government NCC representatives on Federal Government NS/EP service outages and proposed courses of action, identifying one or more alternative measures for the consideration of the involved Government entity or entities. The affected Government entity makes the final procurement decision and issues the necessary service orders. When requested by a Government entity or the Manager, NCC, the NCC coordinates Federal Government NS/EP requests and requirements to expedite the preparation of new service orders by Government contracting officers. Individual industry entities then respond to Government service orders.

If the NSEC is activated, the NCC and other NS/EP telecommunications management and response elements operate under the direction of the JTRB in its capacity as the Telecommunications Functional Group. They also provide support for its activities and for the activities of other functional groups operating within the framework of the NSEC.

²⁹NCC Operating Charter

5.2.2 National Security Emergencies

In national security emergencies that do not warrant or permit invocation of the war emergency powers of the President under the Communications Act of 1934, NS/EP telecommunications management and response elements may be activated by the Director, OSTP, to:

- o Ensure the continuity of critical NS/EP telecommunications services
- o Coordinate Federal Government efforts to mitigate the effects of natural or technological disasters or emergencies with national security implications
- o Support the mobilization of U.S. armed forces and/or the defense industrial base
- o Support the coordination and response activities of the JTRB in its capacity as the Telecommunications Functional Group
- o Provide telecommunications support for the national security emergency response activities of other functional groups.

In these situations, the OMNCS provides a 24-hour a day point of contact, coordinates with the NCS member entities, and, if necessary, undertakes national level NS/EP telecommunications response activities. These national level response activities would include the monitoring, exchange, and transmission of telecommunications-related warning and alert information within the NS/EP telecommunications community, and, as required, the expediting of NS/EP telecommunications service and equipment requests.

In Non-Wartime national security emergencies, the NCC continues to coordinate and expedite. Its involvement in such emergencies may be triggered if:

- a. Telecommunications industry representatives request assistance from the NCC in NS/EP situations or
- b. An affected Federal Government organization declares that existing procedures will not provide sufficient NS/EP service or
- c. The scope of the NS/EP service or support requirements involves coordination across several states, regions, companies, or organizations.³⁰

³⁰NCC Operating Charter

NCC involvement may also be triggered by Director, OSTP, and JTRB initiation of Non-Wartime Emergency response activities or activation of the national security emergency response structure.

When NCC involvement is required, affected Government and/or industry entities report damage, service outages, and estimates of restoration capabilities to the NCC. The Manager, NCC, acting for the Manager, NCS, then prioritizes Federal Government NS/EP requirements for initiation or restoration of telecommunication services. The Manager, NCC, confers with industry and/or Government NCC representatives on Federal Government NS/EP service outages and proposed courses of action, identifying one or more alternative measures for the consideration of the involved Government entity or entities. The affected Government entity makes the final procurement decision and issues the necessary service orders. When requested by a Government entity or the Manager, NCC, the NCC coordinates Federal Government NS/EP requests and requirements to expedite the preparation of new service orders by Government contracting officers. Individual industry entities then respond to Government service orders.

If the national security emergency response structure is activated, the NCC provides support for the activities of the JTRB in its capacity as the Telecommunications Functional Group and for the activities of other functional groups.

5.3. Regional Response Management

5.3.1 Domestic Emergencies

Regional emergency telecommunications management and response activities and responsibilities in FEMA Extraordinary Situations and Presidentially Declared Emergencies and Major Disasters are detailed in the National Plan for Telecommunications Support in Non-Wartime Emergencies.

In FEMA Extraordinary Situations, the Federal response will be coordinated by an Emergency Response Team (ERT) at the scene, led by a Senior FEMA Official (SFO). The ERT will be supported by an Emergency Support Team (EST) operating from the FEMA Emergency Information and Coordination Center (EICC). The FEMA Regional Communications Manager (FRCM) will provide telecommunications management support and assets to the SFO using the fixed and mobile capabilities of the FEMA National Emergency Management System. The FRCM will keep the GSA RECP informed of telecommunications activities in order to ensure an orderly transition of responsibilities and mission support should the situation require activation of a Federal Emergency Communications Manager (FECM) or become a Presidentially Declared Emergency or Major Disaster and the FCO requests GSA to provide a FECC.

Telecommunications support for Presidentially Declared Emergencies and Major Disasters is accomplished through a team effort coordinated by the FCO, who is nominated by the Director, FEMA, and appointed by the President. During the initial stages of the disaster, the FCO may require only the telecommunications assets of FEMA, managed by the FRCM. Based on telecommunications requirements and priorities, the FCO may request GSA to provide a FECC.

The FECC will then report to the FCO and assume the functions of the principal Federal manager for emergency telecommunications. The FECC acts as the chief of an Emergency Communications Staff and serves as the central communications coordinating point, receiving and processing requests for emergency communication services from all Federal agencies and major private organizations involved in recovery operations. The FECC evaluates the status of communications in the emergency or disaster area and ensures the establishment of communications essential to support recovery operations. Surviving commercial capabilities are used whenever possible and are supplemented, as needed, by other available emergency communication resources.

The FECC is assisted in this capacity by members of the Emergency Communications Staff. The staff may vary in size and composition, but will normally include telecommunications specialists from GSA, FEMA, DOD, FCC, other Federal agencies as needed, and local telecommunication service providers. When emergencies or disasters affect one or more regions or when the scope or scale of the situation exceeds the regional capacity to respond, the Manager, NCS, may provide a Communications Resources Manager (CRM) to ensure the equitable allocation of telecommunications resources. The CRM does not necessarily relocate to the emergency location, but may instead provide guidance from the NCS Headquarters facility. The NCC may also assist, as necessary, in coordinating and expediting regional NS/EP telecommunication responses.

When the NSEC has been activated by the President, regional functional groups for telecommunications that are led by regional GSA staff members may also be activated. These functional groups would consist of the Emergency Communications Staffs, i.e., be composed of representatives of Federal agencies present in the regions and assisted by representatives of telecommunications service providers in the regions. Guidance and direction for the activities of the regional telecommunications functional groups would be provided by the NSEC Federal Coordinating Officers designated by the President and the national level Telecommunications Functional Group led by OSTP/NCS.

There may be emergency situations in which no formal Presidential Declarations have been made and which are not considered by FEMA to be Extraordinary Situations under the National Plan, but in response to which the Director, OSTP, has activated NS/EP telecommunications management and

response elements for Non-Wartime Emergency purposes. In these situations the Director, OSTP, will consult as necessary with the Manager, NCS, and the Administrator, GSA. In accordance with guidance provided by the Administrator, GSA; the Manager, NCS; and the Director, OSTP; regional GSA staff may then be directed by the Administrator, GSA, to initiate emergency management and response operations.

5.3.2 National Security Emergencies

In national security emergencies that do not warrant or permit invocation of the war emergency powers of the President under the Communications Act of 1934, regional functional groups for telecommunications may be activated to coordinate any necessary regional response activities. These regional functional groups would be led by the regional GSA staff, composed of other telecommunications officials from Federal agencies present in the regions, and assisted by representatives of telecommunications service providers. Guidance and direction for the activities of the regional telecommunications functional groups would be provided by the regional coordinators designated by the President and the national level Telecommunications Functional Group led by OSTP/NCS. If the situation warrants, action may also be taken under Non-Wartime Emergency conditions to prepare for the possible activation of the NTMS.

6.0 NS/EP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE OPERATIONS: WARTIME EMERGENCY

The Wartime Emergency operating condition for telecommunications is initiated by the invocation of all or some of the President's Section 706 authorities.³¹ In the event of a general war or an attack on the Nation, or if such an attack appears imminent, the President may issue implementing instructions in accordance with the National Emergencies Act, to employ all or some of the war emergency powers contained in Section 706 of the Communications Act of 1934, as amended. These powers include the authority, under specified conditions, to:

- a. Direct that national security and defense communications have priority and preference
- b. Prevent obstruction or retardation of communications
- c. Suspend or amend rules and regulations pertaining to the use and operation of telecommunication facilities and authorize government use or control of such facilities

NS/EP telecommunications responses in this operating condition focus on the provision of telecommunications support for national security, survival, and recovery. In this operating condition, the Nation's telecommunication resources are managed through the NTMS. The NTMS provides a comprehensive, survivable, and enduring management capability for initiating, restoring, and reconstituting the Nation's telecommunications resources in the event of a Wartime Emergency.

Key management and response roles and relationships for Wartime Emergencies are shown in Figure 6.

6.1 National Policy Guidance and Direction

In Section 2 of EO 12472, the President delegates responsibility for directing the exercise of wartime emergency NS/EP telecommunications functions to the Director, OSTP, should the President issue proper implementing instructions. These functions include the exercise of the war power functions contained in Section 706 of the Communications Act of 1934. Section 2 of the EO assigns the NSC responsibility for providing policy direction for the exercise of these war power functions.

³¹-----
These are discussed in the draft Major Emergency Action Paper on the war emergency powers granted to the President in Section 706 of the Communications Act of 1934, as amended.

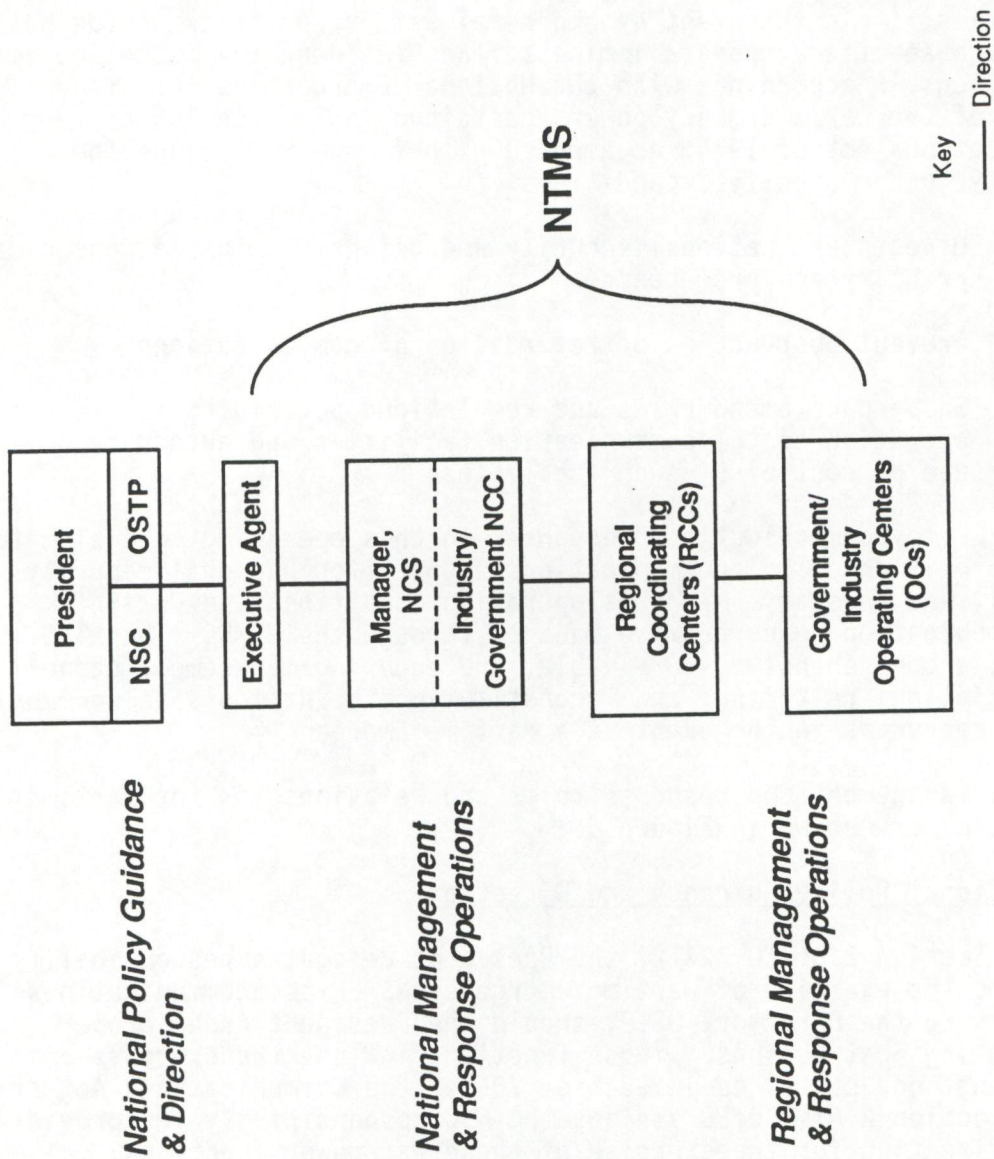


FIGURE 6
NSEP TELECOMMUNICATIONS MANAGEMENT AND RESPONSE ELEMENTS
WARTIME EMERGENCY

Upon direction, the Director, OSTP, performs the following functions:

- o Administers the telecommunication resources of the Nation with advice and assistance from the FCC and the Executive Agent, NCS
- o Administers war emergency authority over telecommunications
- o Issues direction, as necessary, to the FCC and the Executive Agent, NCS, to ensure that national telecommunication facilities and services are available for use and are responsive to a war situation
- o Issues orders, as required, to implement emergency management of telecommunications resources, including the activation of the NTMS
- o Arranges for relocation, as necessary, to perform these functions in a threat of war or a period of war

The Executive Agent, NCS, and the Chairman, FCC, serve as advisors to the Director, OSTP, under Wartime Emergency conditions.

6.2 National Management and Response Operations

The Manager, NCS, serves as an advisor, and provides staff assistance to the Director, OSTP. If directed, the Manager also activates Federal NS/EP telecommunications management capabilities, i.e., the NTMS, and assumes management control of telecommunications resources and services owned and leased by the Federal Government. Functions similar to those carried out by the JTRB in Non-Wartime Emergencies will also be performed by representatives of JTRB and other NCS member organizations in Wartime Emergencies, including potential service as members of the national level Telecommunications Functional Group. These representatives will provide staff advice and support for the performance of responsibilities assigned to the Manager, NCS, and the Chairman, FCC. In addition, the Secretary of Commerce will execute DOC emergency plans for the management of radio frequencies assigned to the Federal Government and provide support for the performance of the spectrum management functions of the Director, OSTP.

The OMNCS and the NCC directly support the Manager and Executive Agent, NCS, and the Director, OSTP, in the performance of their Wartime NS/EP telecommunications management functions. After invocation of Section 706 of the Communications Act, the NCC serves as the operations center for national telecommunications management and response activities, providing a central point of contact for the management, direction, and use of national telecommunications resources. In war emergency situations, the Manager, NCS, or his authorized designee advises the resident and nonresident NCC representatives of the nature of the national emergency and all telecommunications-related actions being taken. The Manager directs NCC

activities to ensure that all communications requirements are known and that all resources and capabilities are used in the national interest. Both industry and Government members of the NCC may assist the Manager, NCS, by providing a central contact and an effective mechanism by which the Manager can assist the Director, OSTP, in directing the use of national telecommunications resources to meet NS/EP telecommunications service requests. The NCC would also serve as the national level Telecommunications Functional Group.

When the OMNCS and existing NCC can no longer provide the necessary NS/EP telecommunications support, the NTMS Regional Coordinating Center designated as the alternate NCC will assume the national role in addition to performing telecommunications management functions in its region. The NTMS thus provides the means for ensuring continuity of the capability to perform NCC functions during Wartime Emergencies.

6.3 Regional Management and Response Operations

The NTMS operational concept provides for the survivability and continuity of NCC functions through the use of existing industry and Government facilities at selected locations. It also provides for a Regional Coordinating Center (RCC) for each of the telecommunications regions to coordinate NS/EP telecommunications at the regional level. Staffing at the RCC will consist of Government and industry personnel. The Government personnel will be drawn from the NCS member organizations; the industry personnel will be drawn from companies providing telecommunications services in the region.

A more detailed description of the NTMS is provided in the NTMS Implementation Concept, and in other classified Federal Government plans.

7.0 TRANSITION GUIDELINES

This overview of the Federal Government NS/EP telecommunications management and response framework has been presented in terms of the three general operating conditions addressed by EO 12472 and provided for in the plans and procedures referenced. However, to ensure effective management and response operations across the spectrum of operating conditions, clear guidelines for accomplishing the transition from one operating condition to another are also required. Such guidelines are particularly important in light of the different statutory authorities that govern the conduct of Federal emergency telecommunications management and response activities under specified operating conditions.

7.1 Initiation of the Non-Wartime Emergency Operating Condition

The Day-to-Day operating condition represents the NS/EP telecommunications baseline condition. From an operational perspective, Federal NS/EP telecommunications response activities in the Day-to-Day condition at the national level consist primarily of monitoring the status of NS/EP telecommunication services and facilities on an exception basis; expediting, as required, the provisioning or restoration of Essential and Emergency NS/EP telecommunications services; and maintaining a state of readiness necessary for effective emergency response. At the regional level, response activities primarily consist of planning and preparing for the provision of regional emergency communications support.

The Non-Wartime Emergency operating condition requires a higher state of readiness at both the national and regional levels and is triggered by:

- a. Decision by the Director, OSTP, in consultation with the Administrator, GSA, and the Manager, NCS, to activate NS/EP telecommunications management and response elements for Non-Wartime Emergency response purposes, or
- b. FEMA Declaration of an Extraordinary Situation, or
- c. Presidential Declaration of Emergency or Major Disaster, or
- d. Activation of the NSEC by the President, or
- e. Activation by the President of the national security emergency response structure, e.g., in response to a natural or technological disaster/emergency with national security significance or mobilization of U.S. armed forces or the defense industrial base

In these situations, all affected or activated NS/EP telecommunications management and response elements would respond in accordance with national policy guidance and direction provided by the Director, OSTP, and operational guidance provided by the Manager, NCS. Non-Wartime Emergency NS/EP telecommunications management and response operations would be terminated upon notification from the Director, OSTP, or the Manager, NCS.

7.2 Initiation of the Wartime Emergency Operating Condition

Initiation of the Wartime Emergency operating condition may require a shift from either the Day-to-Day or the Non-Wartime Emergency operating conditions. Such a shift would be triggered at the direction of the President by the Director, OSTP. In this situation, all Federal NS/EP telecommunications management and response elements would conduct operations in accordance with national policy guidance and direction provided by the Director, OSTP. Wartime Emergency telecommunications management and response operations would be terminated upon notification from the President, the Director, OSTP, or an authorized successor official.

APPENDIX A

DEFINITION OF EMERGENCY AND ESSENTIAL NSEP TELECOMMUNICATIONS SERVICES

Emergency NSEP Telecommunication Services are:

- a. Telecommunication services directly supporting Federal Government activity responding to a Presidentially Declared Disaster or Emergency as defined in the Disaster Relief Act (42 U.S. Code 5122); and
- b. Telecommunication services directly resulting from any of the following circumstances:
 - (1) State of crisis declared by the National Command Authorities;
 - (2) Efforts to protect endangered U.S. personnel or property;
 - (3) Enemy action, civil disturbance, natural disaster, or any other unpredictable occurrence that has damaged facilities whose uninterrupted operation is essential to national security emergency preparedness or the management of other ongoing crises; and
 - (4) Certification by the head or director of a Federal agency, commander of a unified/specified command, chief of a military service, or commander of a major military command, that a telecommunications service is so critical to protection of life and property or to the national security that it must be processed immediately.

Essential NSEP Telecommunication Services are:

- a. Restoration Priority Telecommunication Services. Telecommunication services assigned an NCS/FCC approved restoration priority (RP) 1-4 or which are eligible for assignment of an NCS/FCC restoration priority (RP) 1-4.
- b. Exercise Telecommunication Services. Telecommunication services which are:
 - (1) The minimum quantity of services essential to permit safe conduct of an exercise and/or achievement of primary exercise objectives. Only those services in support of exercises which involve the movement of personnel, weapons systems, munitions or other critical materials, or the control of aircraft are included.
 - (2) Short-notice exercise services resulting from changes in exercise locations or scenarios which could not reasonably have been foreseen, and without which the exercise cannot be conducted safely or effectively.

c. Special Purpose Telecommunication Services.

- (1) Telecommunication services in support of activities conducted pursuant to the Foreign Intelligence Surveillance Act;
- (2) Telecommunication services in support of the President or Vice-President; and
- (3) Telecommunication services in direct support of the conduct of foreign affairs (i.e., visiting foreign heads of state or similar dignitaries, permanent diplomatic and consular missions in the U.S., and significant international conferences, meetings, or events held in U.S.) as certified by the Secretary of State.³²

³²-----
"National Security Emergency Preparedness Telecommunications Definitional Framework," 1985, and NS/EP Telecommunications Procedures Manual, 1987, Sections VIII.A.1 and VIII.A.2.

APPENDIX B
NCS MEMBER ORGANIZATIONS

FULL MEMBERS

Department of State
Department of the Treasury
Department of Defense
Department of Justice
Department of the Interior
Department of Agriculture
Department of Commerce
Department of Health and Human Services
Department of Transportation
Department of Energy
Department of Veterans Affairs
Central Intelligence Agency
The Joint Staff
General Services Administration
United States Information Agency
National Aeronautics and Space Administration
Federal Emergency Management Agency
Nuclear Regulatory Commission
National Security Agency
National Telecommunications and Information Administration

LIAISON MEMBERS

Federal Communications Commission
United States Postal Service
Federal Reserve System

GLOSSARY OF ACRONYMS

AUTODIN	Automatic Digital Network
AUTOVON	Automatic Voice Network
CIA	Central Intelligence Agency
CFR	Code of Federal Regulations
CNS	Commercial Network Survivability
CONUS	Contiguous 48 States of the United States
COP	Committee of Principals
COR	Council of Representatives
CRM	Communications Resource Manager
CSI	Commercial SATCOM Interconnectivity
DCA	Defense Communications Agency
DOC	Department of Commerce
DOD	Department of Defense
DOE	Department of Energy
DOJ	Department of Justice
DOS	Department of State
EBS	Emergency Broadcast System
EICC	Emergency Information and Coordination Center
EO	Executive Order
EOP	Executive Office of the President
EPMIS	Emergency Preparedness Management Information System
ERT	Emergency Response Team
EST	Emergency Support Team
FCC	Federal Communications Commission
FCO	Federal Coordinating Officer
FECC	Federal Emergency Communications Coordinator
FECM	Federal Emergency Communications Manager
FEMA	Federal Emergency Management Agency
FRCM	FEMA Regional Communications Manager
GSA	General Services Administration
HF	High Frequency
JTRB	Joint Telecommunications Resources Board
NCC	National Coordinating Center
NCS	National Communications System
NCS/DCAOC	National Communications System/Defense Communications Agency Operations Center
NCS-EP	NCS Office of Emergency Preparedness

GLOSSARY OF ACRONYMS (Concluded)

NECC	National Emergency Coordination Center
NEMS	National Emergency Management System
NETS	Nationwide Emergency Telecommunications Service
NLP	National Level Program
NRC	Nuclear Regulatory Commission
NSA	National Security Agency
NSC	National Security Council
NSE	National Security Emergency
NSEC	National System for Emergency Coordination
NS/EP	National Security Emergency Preparedness
NSTAC	National Security Telecommunications Advisory Committee
NTCN	National Telecommunications Coordinating Network
NTIA	National Telecommunications and Information Administration
NTPA	NS/EP Telecommunications Plan of Action
NTMS	National Telecommunications Management Structure
PSN	Public Switched Network(s)
OMNCS	Office of the Manager, NCS
OMB	Office of Management and Budget
OSTP	Office of Science and Technology Policy
RCC	Regional Coordinating Center
RECP	Regional Emergency Communications Planner
RP	Restoration Priority
SATCOM	Satellite Communications
SFO	Senior FEMA Official
SHARES	Shared Resources High Frequency Radio Program
TSP	Telecommunications Service Priority