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NATIONAL COMMUNICATIONS SYSTEM



MANAGEMENT OF TELECOMMUNICATIONS RESOURCES AND SERVICES DURING A FEDERAL EMERGENCY

OBJECTIVES AND PROVISIONAL GUIDELINES

OFFICE OF THE MANAGER
NATIONAL COMMUNICATIONS SYSTEM

APRIL 1980

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Management of Telecommunications
Resources and Communications
Services During a Federal Emergency

I. Introduction

A. The National Plan for Emergency Preparedness and Federal Emergency Plan D provide a perspective of the critical role of telecommunications during a Federal emergency and also provide specific policy and guidance regarding the development of the means to assure the provision and continuity of vital communications services during emergencies.

B. The National Communications System (NCS) Telecommunications Management Plan for Annex C-XI, Federal Emergency Plan D, distributed to all Departments, Administrations, Agencies, and Offices of the Executive Branch during CY-74 (Revised 31 March 1976) sets forth the approved concept for management of Federal telecommunications resources during an emergency.

C. Implementation of emergency management practices and procedures necessary to assure equitable allocation of residual resources would very likely affect every Federal agency. For this reason a summary discussion of the characteristics of the resources, aspects of communications services management, and provisional emergency management measures and practices is presented herein in order that individual agencies may assess the probable impact upon agency functions, and further, to provide information which may assist in the development of individual agency emergency plans.

D. Preparedness objectives and associated activities discussed herein are oriented to a single objective, i.e., the assurance that communications services vital to effective functioning of government during an emergency will be accorded the priorities necessary in the allocation of residual resources.

II. References

A brief bibliography of relevant references is provided as an attachment.

III. Background

A. Specific and derived authority for the development and implementation of emergency practices is contained in the several references listed in attachment 1.

B. The emergency war powers pertaining to telecommunications management granted to the President by Section 606 of the Communications Act of 1934, as amended, have been delegated to the Director, Office of Science and Technology Policy (OSTP) by the provisions of Executive Order 12046. Certain responsibilities have been redelegated to the Federal Communications Commission (FCC) and to the Manager, NCS.

C. Specific responsibilities redelegated to the Manager, NCS, include the operational direction and management control of telecommunications resources of the Federal Government during a Federal emergency. The NCS management plan provides the concept for that emergency function.

IV. Characteristics of the Telecommunications Resource

A. Telecommunications resources, for purposes of emergency management and as described in the National Plan for Emergency Preparedness, include personnel, equipment, material, facilities, systems, and services of all kinds which, collectively, provide the means for transmission, emission, or reception of signs, signals, writing, images, and sounds or intelligence of any nature by wire, radio, optical, or other electromagnetic systems.

1. The modern day telecommunications resource is a highly complex service type resource with a high degree of component interdependence which tends to foster a rapid degradation of services capability when a major component of the system is damaged or destroyed. Key elements or components are, like those of power production/distribution systems, generally immobile. This latter characteristic is the single most dominant factor of difficulty in maintenance of communications services following large scale damage or destruction.

2. More than 95 percent of the communications services provided to Federal agencies of government within the United States are derived from either leased systems/networks or from direct services provided by common and specialized carriers.

V. Major Components of the Telecommunications Systems

A. Communications services are recognized as a vital necessity to and an integral element of operational functions of modern government. While it is true that mail or courier service is a type of communications service and important in its own right, communications services by electromagnetic means (telecommunications) have become the dominant mode for most government agencies. Certain components of Federal telecommunications systems or networks are considered as key facilities for purposes of emergency management and include:

1. Automatic telephone route control switching facilities and associated first level user switching facilities.

2. Teletype/data (digital) switching facilities and primary common user communications centers.

3. Special purpose local delivery message switching and exchange facilities.

4. Fixed route government owned or leased transmission facilities under exclusive control of a government agency.

5. Government owned or leased radio systems.

6. Technical control facilities which are under exclusive control of a government agency.

B. Communications services provided by a common or specialized carrier on a continuing basis, via commercial facilities not specifically designated for exclusive government use, are also considered a resource. This service, like most exclusive use services, is generally assigned an appropriate restoration priority for information and guidance of the carrier in event of disruption to the service.

VI. Procurement or Provision of Communications Services (Current Practices)

A. Telephone and record (message) services for administrative and operational purposes are provided via common user systems leased from and operated by the major communications common carriers. With certain exceptions, the physical facilities from which these services are derived are also common to public message services with provisions for segregating government services from public services within these common facilities.

B. Provision of communications services to Federal agencies is accomplished through a number of distinct procurement practices. The General Services Administration (GSA) has responsibility for most services provided to the civil agencies of government. The Defense Communications Agency (DCA) has a parallel responsibility for agencies of the Department of Defense (DoD). Exceptions to this practice of centralized procurement, for both civil and defense agencies, permit direct procurement by designated agencies.

1. The GSA acts as the central procurement authority for telephone and record services for the civil agencies of government. Intercity voice service is derived from a leased telephone system with AT&T as the management contractor. Record (message) service is derived from a leased system with Western Union as the management contractor. These systems are, collectively, identified as the Federal Telecommunications System (FTS).

2. The DCA acts as the central procurement authority for communications services for the DoD. Intercity telephone and message services for administrative and operations purposes are derived from the Automatic Voice Network (AUTOVON) and the Automatic Digital Network (AUTODIN) respectively. As is the case for the FTS, AT&T and Western Union are the respective management contractors.

3. Both the GSA and the DCA also provide procurement services for other than common user purposes. These services include, but are not limited to, exclusive use networks and specialized services required by civil and defense agencies.

4. Certain civil agencies and components of the defense structure have been authorized independent procurement authority which permits direct procurement from common and specialized carriers where it has been determined to be more convenient for the Government.

VII. Communications Services Restoration Priorities

All communications services provided to and utilized by agencies of the Federal Government (local telephone service excepted) require certification of restoration priorities by the Manager, NCS. The level of restoration priority assigned to a service reflects its relative importance to national interests during emergencies. Four major levels of priorities are used with sublevels in each major level. Criteria for determining appropriate restoration priorities are set forth in National Communications System Memorandum No. 1-68, dated 18 July 1968.

VIII. Principles and Doctrine for Emergency Management

A. Basic elements of emergency management of the telecommunications resource are represented in three specific functions, i.e., collection and evaluation of resources status information; processing of emergency communications services requirements and the assignment of appropriate priorities; and allocation and control of resources in accordance with assigned priorities. Should emergency practices associated with these functions be implemented, every Federal agency will either be directly involved in the functional processes or will be affected by the actions taken.

1. Information regarding the status of resources, particularly during an emergency, is a fundamental requirement of the manager of the resource. However, for the telecommunications resource, the problem of maintaining integrity of discrete systems introduces a dimension to this function other than the quantitative dimension and others normally associated with a highly mobile or transportable resource. As has been stated, each major telecommunications system serves a specific purpose or function which may have an associated priority relative to national objectives. Since it can be anticipated that priorities within national objectives are likely to be subject to modification through the period of the emergency, it is important that a system which may be best suited to support a specific priority at a specific point in time be afforded requisite precedence in the use of resources. Therefore, status of systems capabilities must be available to the telecommunications resource management organization.

2. Evaluation of communications services requirements and the assignment of appropriate relative priorities is a legitimate and necessary function associated with emergency resources management. Factors discussed immediately above bear directly on this function. Proper evaluation of requirements will permit protection of the integrity of systems to the extent possible and in consonance with the purpose of the system as it relates to and supports the national interest and national security.

3. Allocation of resources in strict accord with determined priorities is essential to effective support of national interests. Since the continuity of government operations and effective utilization of the total resources of the Nation are paramount during an emergency, proprietary interest in the telecommunications resource will defer to national interests to the degree necessary and as determined by the Manager, NCS.

B. Practices associated with the functions discussed above should, to the extent possible, avoid procedures which constitute a radical departure from normal procedures. However, departure from normal or customary practices will be required in the procurement and/or allocation of communications services.

1. Status information required by the national and regional offices will not include the level of detail which the system or network manager would likely require. The Manager, NCS, and his Regional Managers will be concerned about gross capability of a facility and residual connectivity as the first order of concern for purposes of determining residual network configurations and the total national telecommunications capability. Therefore, first order short-term status information required will be limited to that necessary for determining residual or surviving configuration and communications services capabilities within the surviving links of the major systems. It is quite probable that it will be necessary to derive first estimates of capabilities from computations and reports generated by damage assessment systems of the Department of Defense and the Federal Preparedness Agency, followed by updating with information from the systems managers for development of credible capability profiles. Information for mid-range and long-range reconstitution planning will, of necessity, require more detail, and will be requested as required.

2. Processing of requirements immediately following the onset of an emergency will involve restoration of disrupted services as a first order of concern and the provision of new or additional services as a secondary measure pending assessment of need.

a. Restoration of disrupted services following the onset of an emergency will take precedence over provision of new or additional services. Communications services restoration priorities assigned in accordance with the provisions of NCS Memorandum No. 1-68 and documented with the Office of the Manager, NCS, are assumed to provide an accurate profile of agency requirements. The ranking of priorities is further assumed to portray the ranking of emergency requirements. Therefore, initial restoration of disrupted services will be in accord with documented priorities existing at the onset of the emergency.

b. Provision of new or additional communications services during nonemergency conditions (current practices) is accomplished through a variety of procurement practices and procedures. Current practices notwithstanding, and for reasons noted previously in this section, it will be necessary to process new or additional requirements and procure services through a minimum of procurement authorities within the Federal Government.

(1) Part 20 of E.O. 11490 places responsibility for procurement of communications services for the civil agencies of government during an emergency with the General Services Administration (GSA). Therefore, all requirements, regardless of the requirement source point or level within the Federal Government, Department of Defense agencies excepted, will be submitted through the GSA for procurement action.

(2) Paragraph F.1.B of Department of Defense Directive 5105.19 specifies responsibility for management of communications support for the national emergency preparedness functions of the Department of Defense. Unless otherwise directed by the Assistant Secretary of Defense (Communications, Command, Control, and Intelligence (ASD C³ I)), the DCA will function as the sole procurement authority for communications services for DoD.

(3) It will be necessary for each Federal Department, Administration, Agency or Office to modify, for emergency implementation, current practices related to communications services procurement, local services excepted, which do not conform to the provisions of E.O. 11490 and/or DoD Directive 5105.19.

3. Allocation of resources during an emergency is, of the three functions discussed, the key to effective utilization of resources. A worst case condition must be postulated as the base factor for planning purposes. Such a condition would generate a severe level of competition for services which would require an extremely critical evaluation of requirements versus national priorities. The determination of priorities is so closely allied to the allocation function that it may appear to be inseparable from it. However, allocation orders or actions represent the final decisions made during the requirements evaluation process.

a. During the initial stages of an emergency, and for as long as determined by Executive decision, communications services for support of essential functions of Category A agencies will receive priority in the allocation of resources and services. Services to other agencies may be maintained for as long as residual capability exists but not at the expense of denying or otherwise restricting essential functions.

b. Telecommunications systems managers will continue to process and evaluate requirements, allocate resources or restore services for authorized users to the extent feasible within the capabilities of resources under their management control. In all cases, the criteria and provisions of NCS Memorandum No. 1-68 will govern restoral or allocation of services.

(1) Conflicting requirements for restoral or additional services generated as the result of competition for services are to be resolved, if possible, between the served user and the telecommunications network/system manager.

(2) Unresolved conflicts will be forwarded as a requirement to the appropriate procurement agency with full justification stated.

c. The common and specialized carriers will be expected to fully restore interrupted services in accordance with restoration priorities assigned.

However, conditions may be such that residual resources available to the carriers may not be sufficient or adequate. Should this condition occur, restoral will be controlled by the Manager, NCS, or his Regional Managers as appropriate.

d. New or additional services will be authorized only by designated authorities within the GSA or the DCA. Competition conflicts for available commercial resources or services will be resolved by the Manager, NCS.

e. Mutual support among the Federal agencies must be observed to the extent feasible to include the sharing of facilities and the acceptance of message communications for refile into another system. To facilitate mutual support and assistance, common user message centers, both FTS and DCS, will be identified to NCS Regional Managers and agency field offices in each of the Standard Federal Regions.

IX. The Emergency Management Structure and Associated Inter-Agency Relationships and Responsibilities

A. The emergency management structure is a multilevel configuration of participating agencies. The concept of decentralization and management-by-exception has been observed in the configuration of the structure and delegation of authorities or responsibilities in order to assure that emergency management decisions may be made at the affected level of government. This structure encompasses the Office of Science and Technology Policy and the supporting Office of the Manager, NCS, at the national level; emergency NCS management offices in each of the Standard Federal Regions, to be established by the Administrator, GSA, through the appointed Regional Managers to act for the Manager, NCS; and the operational and management offices for telecommunications functions of each Federal agency with responsibilities for telecommunications matters.

1. Three NCS emergency management teams, a primary and two alternates, have been designated through emergency assignments for key personnel of the Office of the Manager, NCS, and the NCS Operating Agencies. These teams are prepared to deploy and assume emergency management functions upon direction of the Manager, NCS. Deployment will be activated through notification that certain prepositioned emergency instructions (NCS TEL INST's) are effective immediately upon receipt of notification.

a. Augmented staffing of these teams through the assignment of personnel from the NCS Operating Agencies assures that NCS matters will be coordinated properly throughout the emergency.

b. Locations from which these management teams will function provide the means for close coordination of the requirements of other resource management agencies as well as those of other agencies who have essential emergency function responsibilities.

2. Regional management offices will be established for the Manager, NCS, by the Administrator, GSA. The Administrator has appointed, or otherwise

designated, personnel from the Automated Data and Telecommunications Service (ADTS) in each of the Standard Federal Regions to act for and at the direction of the Manager, NCS. The development of emergency regional plans, which will serve to assure the provision of critical communications services to all Federal agency offices within the respective regions of responsibility, is a function of the NCS regional managers.

a. The staffing pattern of the regional management teams will duplicate, as appropriate, that of the national level team staffing. Federal agencies with inherent telecommunications responsibilities are required by the provisions of the basic management plan to assist in regional management operations. This can best be accomplished through the designation of knowledgeable operations or management personnel from regional offices for emergency assignment to the regional emergency telecommunications management offices. Specific requirements in this matter are determined by the GSA designated NCS Regional Manager.

b. The regional management offices are to accomplish all tasks associated with the three functional areas discussed previously. In doing so they provide:

(1) Representation of the Manager, NCS, to each of the Federal agency offices within the region for purposes of assisting in the provision and continuity of communications services during an emergency.

(2) The link between the Manager, NCS, and the regional offices of telecommunications operations and management agencies for purposes of allocation control.

(3) Providing assistance to the Regional Director, ODR, and associated resource management agencies to assure that national objectives are served within the limits of available resources.

c. The functions of regional management will be accomplished from locations as directed by the Regional Directors, Federal Emergency Management Agency.

3. Regional offices of Federal agencies with telecommunications operations, management, or procurement responsibilities represent the broad base of the emergency management structure.

a. The management-by-exception concept relies on a capability for management decision at the lowest level of the management structure. Therefore, the operational management offices are key elements of the structure and are depended upon for full support of national objectives through observance of policy and guidance provided through the regional management office in support of the Regional Director, ODR, or, as provided through the bilateral channels of the NCS.

b. Coordination of management actions between agency field offices and the NCS regional management office will be accomplished through field office personnel designated for emergency assignment with the regional offices.

4. All management decisions which are likely to affect a Federal agency through impact upon operational responsibilities will be coordinated at the national level, before the action is taken, unless exigencies require immediate actions without prior coordination. In all such cases, situational reviews will be conducted within the appropriate NCS emergency management office and with the staff representative of the affected agency.

5. All Federal agencies will continue assigned functions and exercise the right of judgment within the prerogatives normally associated with the functions until such time as conditions require exercise of the preemptive authority of the Manager, NCS, as granted by the Director, OSTP.

X. Emergency Restoration and Reconstitution Practices and Associated Responsibilities

A. Crippling of the Nation's telecommunications systems and networks has been postulated as highly probable in event of general war and attack upon the Nation. The common carriers would be faced with a systems reconstitution and services restoration problem of indeterminable but unprecedented magnitude. Near total communications isolation for communities and larger geographical areas is a distinct possibility. For this reason, restoration of intercity (long distance) service has been specified as a first order priority for the common carrier industry. Since most of the government owned and leased systems or networks are derived from transcontinental (interstate) commercial systems, recovery or restoration of interstate government services is entirely dependent upon the successful reconstitution of the commercial networks. The configuration of the reconstituted national system will be controlled to the extent necessary to assure that national security and national interests are appropriately supported.

1. It is anticipated that restoration of communications services to the Federal agencies will, necessarily, take precedence over provision of new or additional services in order that the major government operated or managed systems may be restored or reconstituted. The common carriers will, unless directed otherwise, restore services in accordance with restoration priorities in effect prior to the emergency.

2. The restoration or provision of services must be accomplished through procedures which contribute to and fully support an equitable allocation of resources. Since no single user agency would have the capability of determining relative priorities within total services being restored, it will be necessary to systematically control all restoration following the initial effort of the common carriers.

B. Early determination of the operational status of individual systems or networks is likely to be of high priority interest to the operations and management agencies. It is also quite likely that full and complete status information will not be available, or cannot be accurately determined, in the immediate postattack period. For purposes of national level telecommunications resources management,

a first order concern will be residual connectivity (configuration) of the Nation's commercial systems and the individual Federal systems which are derived from the commercial systems.

1. The communications carriers will, in most cases, be the best source of residual status information for system/network operators and the NCS management offices. Procedures for reporting this information will be included in the emergency plans of each of the operational and management agencies as well as inclusion in the NCS Telecommunications Management Plan operational supplement.

2. The NCS Emergency management offices, national and regional, will require status information from both the common carriers and government system/network managers sufficient for developing profiles of residual connectivity and configuration of systems and the surviving service capabilities of individual systems.

3. Federal Government system/network managers are best capable of determining user connectivity/service status and identification of critical services which have been disrupted. Such information will serve for purposes of determining initial communications service restoral actions to be taken by the operating agency for the community of users (subscribers) of individual systems. It is not anticipated that the NCS management offices, regional or national, will engage in any significant activity in this level of restoral. Shortfalls in restoration of critical services will be identified to the appropriate NCS management office for purposes of determining further reconstitution requirements and the balancing of resources allocation among systems and networks.

4. Federal agencies will be responsible for informing appropriate Federal system/network managers of disrupted critical services. For this purpose it is important that emergency contact points, names, and telephone numbers be identified and included in emergency plans.

C. Reconstitution of Federal telecommunications systems or networks and the restoration of communications services must proceed in a predetermined manner which will permit orderly restoral through a logical sequence of events. The restoral of disrupted services following an event, or events, considered likely to cause large scale disruptions is considered a priority of the highest order and will precede the provision or allocation of new or additional services.

1. The common carriers will be expected to restore or reconstitute national interstate commercial systems to the extent feasible within residual resources.

2. The common carriers will, upon reconstitution of interstate systems, immediately protect or restore those high priority services which have been identified through the NCS circuit restoration priority system and assignments.

3. Federal telecommunications systems managers will, following the restoral or reconstitution of systems accomplished as the result of carrier restoration activities, readjust, as necessary, the restoration of high priority services within the residual capabilities of restored systems. This will be accomplished through reallocation of resources within operable systems which are available and subject to the direct control of the systems manager. In no case will new or additional demands be placed upon the carriers. However, systems managers may request reconfiguration of resources under their management control to the extent that such reconfiguration will not interfere or otherwise preempt services of another agency, interfere with the restoration of intercity public message services or require additional resources.

4. Further restoration or reconstitution of Federal systems beyond that accomplished by the commercial carriers in the restoration of the interstate commercial systems and documented high priority services would likely require reconfiguration of the residual or surviving systems and the reallocation of residual government controlled resources among the Federal systems. Since the carriers would not be in a position to evaluate relative priorities or requirements or demands placed upon them in this matter, the Manager, NCS, will control all additional restoration, reconstitution and reconfiguration through the GSA and the DCA.

(a) The Commissioner, Automated Data and Telecommunications Service, General Services Administration, or his designated regional representatives will serve as the sole authority for purposes of coordinating the restoration, reconstitution, or reconfiguration of systems in networks of civil agencies with the commercial carriers, both interstate and intrastate. He will proceed in these matters in accordance with the general guidance of the Manager, NCS, as regard national objectives and priorities and supporting communications services needs. In this role he will be prepared to accept, evaluate and process all requirements submitted to the GSA from the served civil agencies of government.

(b) The Director, Defense Communications Agency, or his designated representative will serve as the sole authority for purposes of coordinating the restoration, reconstitution, or reconfiguration of systems or networks of the Department of Defense with the commercial carriers, both interstate and intrastate. He will proceed in these matters in accordance with the general guidance of the Manager, NCS, as regard national objectives and priorities and supporting communications services needs. The DCA will be prepared to accept, evaluate, and process all requirements submitted from Department of Defense agencies.

(c) The GSA and the DCA may, unless otherwise directed by the Manager, NCS, independently coordinate restoration, reconstitution and reconfiguration matters with the carriers. However, in no case will requirements placed upon the carriers exceed absolute minimum requirements existing at time of submission, i.e., no attempt will be made to establish a reserve of capability. The needs of the private sector for commerce and emergency services must be afforded parity consideration.

(d) Should restoration or reconstitution within the limits of available residual resources fail to meet the critical needs or requirements placed upon a specific system, the GSA or the DCA, as appropriate, will attempt to resolve the situation through reallocation of resources available among the systems for which they are responsible.

(e) The recovery of the national interstate systems and intrastate facilities and systems is likely to be a lengthy reconstitution program for the carriers. Since the Federal systems are, for the most part, integrated in these systems, recovery of Federal systems will progress at the same rate. The restoral or reconstitution of discrete Federal systems will be controlled by the GSA and the DCA as restoral of services to the Federal Government for which the carriers are responsible under existing contracting and procurement agreements. Therefore, in no case will procurement of new or additional systems or system extensions be attempted unless specifically authorized by the Manager, NCS. All such requirements which emerge as the result of relocation or reconstitution of operational offices and the resumption of functions will be forwarded to the Manager, NCS, through the GSA or the DCA as appropriate. This procedure is necessary for determining overall construction requirements with which the carriers may be faced and to permit the Director, OSTP, to arrive at judgments in this matter which will not jeopardize the requirements of the private sector. Since the Director, OSTP, has responsibility for judgments regarding restoration of intercity services, Federal and private sector requirements must be carefully evaluated in terms of the capability of the carriers to respond to both sectors and the eventual reestablishment of a common national network which will serve both sectors.

D. The Manager, NCS, is responsible for evaluation of all outstanding essential systems requirements which may emerge as the result of severe damage or destruction to the commercial telecommunications systems. The policies and directives of the Director, OSTP, as regard the employment or use of residual telecommunications resources of the Nation, will govern all activities of the NCS Emergency Management Offices and the allocation of resources and communications services to and among the Federal agencies following the onset of an emergency.

1. Unfulfilled requirements submitted to the NCS Emergency Management Offices will be evaluated in terms of the relationship of the stated purpose of the service and national objectives and priorities.

2. Support of Category "A" agencies will take precedence until such time as systems can recover to a level of capability which will permit provision of communications services to less critical requirements.

3. Allocation of communications services will be accomplished without regard to proprietary interests in the resources required to the extent necessary and feasible in order that national objectives and priorities may be supported and served.

XI. Summary

A. The full range of possible or probable exigencies likely to exist as the result of a Federal emergency cannot be forecast. However, planning for the execution of the emergency telecommunications management function requires examination and evaluation of feasible alternative means to perform the function within a framework of principles most likely to be effective during a broad range of exigencies.

1. The equitable allocation of residual telecommunications resources to the most critical and essential needs of the nation during an emergency is an unquestionable objective.

2. The probability that the needs of national security, survival, and recovery may transcend the internal interests of any given agency at any given time cannot be ignored. Therefore, the possibility that emergency management decisions and actions may indiscriminately infringe upon agency interests must be accepted as a necessary consequence of assurance that national interests are to be protected and served.

3. Perceived dependence upon communications services for effectiveness of essential Federal agency functions should be subject to critical scrutiny and evaluation. Centralized and automated management information systems are extremely vulnerable to the consequences of extensive disruption of telecommunications systems and network connectivity.

4. Discipline in adherence to Executive policy, program decisions, and direction with respect to resources management and support of national objectives during stressed conditions is essential to national security, survival, and recovery.

B. Effectiveness in the equitable distribution of resources and provision of services will require a means of assuring that residual resources are employed in meeting most essential needs. Activities of the telecommunications carriers, in responding to the needs of government, must not be subject to uncoordinated demands of government agencies.

1. Demands placed upon the carriers must reflect a prior coordination of determined priorities. No single agency, mission responsibilities notwithstanding, would likely be capable of independent determination of absolute precedence of requirements relative to those of other agencies and national objectives.

2. The carriers will not be required to independently determine precedence of response to demands of equal priority levels when available resources are insufficient for satisfaction of competing demands.

3. The General Services Administration (GSA) and the Defense Communications Agency (DCA) will serve as the principal arbitrators in the resolution of conflicting demands for civil and defense agencies respectively, and will, in this role, also serve as procurement authorities.

4. The Manager, NCS, will arbitrate all conflicts between civil and defense agencies of government and provide direction through the GSA and the DCA respectively.

5. Designated NCS Regional Managers, appointed by the Administrator, GSA, will function under the direction of the Manager, NCS, during a Federal emergency and serve as the Manager's representative to the Regional Director, ODR.

B. The emergency telecommunications management function will be performed through the coordinated activities of NCS regional level management teams and in accordance with the provision of regional plans.

1. Regional level plans are to address the unique needs of Federal agencies within each Standard Federal Region.

2. Regional plans will reflect cognizance of resources and identify probable emergency requirements.

3. Definition of interrelationships of agencies and identification of interfacing channels necessary to the management function are essential elements of regional planning.

4. Each Federal agency with telecommunications responsibilities is responsible for assisting in the development of regional level plans and the structuring, and staffing of NCS regional emergency management teams. This assistance will be provided directly to the designated NCS Regional Manager.

C. The Manager, NCS, will continue to stress the evaluation of planning, management concepts, and preparedness readiness through participation in national and regional level preparedness exercises.

ATTACHMENT 1

Bibliography

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3. Communications Act of 1934, as amended.
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5. Presidential Memorandum, The National Communications System, 21 August 1963.
6. E.O. 12046, Relating to the Transfer of Telecommunications Functions, 27 March 1978.
7. White House Memorandum, National Security and Emergency Preparedness Telecommunications Management and Coordination Responsibilities, 5 July 1978.
8. DoD Directive 5100.41, Assignment of Responsibilities for the Executive Agent, NCS, and the Manager, NCS, 19 January 1972.
9. DoD Directive 5105.19, Defense Communications Agency (DCA), 10 August 1978.
10. The National Communications System Management Plan for Annex C-XI, Federal Emergency Plan D, August 1974 (revised 31 March 1976).

ATTACHMENT 2

GSA/ADTS Regional NCS Managers/Contacts

<u>Standard FEDERAL REGION</u>	<u>NCS REGION MANAGER</u>	<u>TELEPHONE NUMBERS</u>	
		<u>FTS</u>	<u>COMMERCIAL</u>
1	Reid Fuhrman	223-5685	(617)223-5685
2	John Marshall	264-2177	(212)264-2177
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4	Tom Budlong	242-3219	(404)221-3219
5	Marvin Cardon	886-3632	(312)886-3632
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7	Robert Wallace	926-7235	(816)926-7235
8	Ray Trujillo	234-2301	(303)234-2301
9	Tom Lew	556-1865	(415)556-1865
10	Ted Randles	396-5401	(206)833-6500 extension 401