

Copy for Mr. Whitehead

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF TELECOMMUNICATIONS MANAGEMENT
WASHINGTON, D.C. 20504

OFFICE OF THE DIRECTOR

~~August 27, 1969~~

MEMORANDUM FOR THE DIRECTOR:

In accordance with our current procedure, I am pleased to transmit this report of the significant activities of this office for the period ending August 26, 1969.

W.D. O'Connell

for
J. D. O'Connell

Encl.

August 26, 1969

WEEKLY ACTIVITY REPORT NO. 80

FREQUENCY MANAGEMENT

1. Improved Efficiency

A major problem facing the Frequency Management Directorate is coping with the ever-increasing workload without commensurate increase in personnel support. In addition to the projected increase in normal frequency work which, based on past history, will continue at the rate of at least 10% per year, the new frequency usage program will place an additional burden upon the already overtaxed personnel structure. On August 20, OTM representatives met with personnel from the International Computer Corporation, an organization specializing in time/motion and efficiency/management studies, to determine whether ICC could survey work handling procedures currently in being and determine wherein short cuts might be taken or improved management/machine techniques employed. The results were most beneficial. As a result, ICC plans to detail an individual to make a thirty day analysis of the internal mechanics for the processing and handling of frequency management information.

2. Space World Administrative Radio Conference (WARC)

On August 21, representatives of the FCC, State and Coast Guard met under OTM auspices for the purpose of providing guidance to Coast Guard personnel who will be visiting Japan next week. This will be the first "team effort" in visiting foreign Administrations and presenting them with U. S. thinking in connection with the forthcoming Space Conference of the ITU. Coordination with Japan will be particularly important because of their capability in electronics and their increasing interest in the application of Space technology.

3. Satellite Problem Resolution

On August 21, OTM representatives met with FCC, State and NASA personnel to resolve a problem pertaining to NASA's use of frequencies in the Applications Technology Satellite (ATS) program. NASA had proposed the use of frequencies at 7/8 GHz which, in the opinion of the OTM, would have been in direct conflict with DOD operations in the same portion of the spectrum. After an exchange of letters, and as a result of this meeting, agreement was reached that NASA's operation should be confined to more proper frequency bands at 4 and 6 GHz, which are employed primarily for civil telecommunications purposes. This is important since the proposed uses by NASA included the establishment of an experimental program with India looking toward the transmittal of television information for purposes of mass media information and education.

4. Maritime Telecommunications

(A) The Executive Committee of the Radio Technical Commission for Marine Services (RTCM) met on August 21 under the chairmanship of Commissioner Robert Bartley of the FCC to review progress in the area of maritime telecommunications. Satellite communications, satellite radionavigation, facsimile transmission of meteorological information, and improved marine radiotelephone service were the principal subjects discussed. An OTM representative was present and participated in the deliberations. (B) Preparatory work for the Sixth Session of the Inter-Governmental Maritime Consultative Organization (IMCO) Assembly to be held in London October 15-30, 1969, is well underway. Of the thirty-two agenda items to be considered, four pertain to communications. The FCC and U. S. Coast Guard are taking the lead in developing U. S. positions on the various items. An OTM representative is participating as regards the telecommunications items. (C) The U. S. Safety of Life at Sea (SOLAS) Subcommittee on Radiocommunications met on August 21, under the chairmanship of Captain Gordon Hempton, Director of Coast Guard Communications. The discussions were devoted to U. S. implementation of an earlier IMCO agreement to place "homing" devices on ships of 166 gross tons and upward. Resisting shipping companies point out that it is generally ships and boats under 1600 gross tons that get into distress situations and require assistance. Unless small craft are required to install the "homing" device, there is no point in putting it on large vessels. The matter remains unresolved and is to be reviewed further at a future meeting.

*5. Radioteleprinter for Police, Fire and Railroad Service

The FCC has adopted rules to provide for radioteleprinter operation in the heretofore exclusive voice land mobile frequencies for police, fire, and railroad radio services. This action will permit operation of vehicular radioteleprinters and is a significant advance in improvement of public safety communications. Frequency bands involved are 30-50 MHz and 150-162 MHz. The OTM has supported the FCC in taking these measures.

*6. PAC Briefing

On August 22, OTM representatives briefed the Program Advisory Committee of the OEP on Planning with respect to the establishment of a National Electromagnetic Compatibility Analysis Facility.

NATIONAL TELECOMMUNICATIONS

*1. National Communications System Coordination

Representatives of the OTM met with a staff member of the National Security Council on August 22 and arranged for a point of coordination to assure a close relationship with that office in resolving matters concerning the National Communications System.

2. International Restoration

OTM staff members met with their COMSAT counterparts on August 22 to solicit support for strengthening existing arrangements for restoration of service in the event of loss of a satellite or submarine cable in the Atlantic or Caribbean. Areas of weakness were identified and potential means of improvement discussed. COMSAT personnel expressed their willingness to support OTM proposals.

TELECOMMUNICATIONS EMERGENCY PREPAREDNESS

*1. Hurricane Camille Telecommunications

During the period from 1200 hours EDST, August 17, the OTM has conducted continuing liaison with telecommunications officials in Government and industry in order to maintain current assessments of telecommunications capabilities in the five states hit by Camille. Periodic reports obtained by OTM have been provided to the Director of Field Operations Office and other cognizant offices within OEP. In addition, Mr. Charles Lathey accompanied Governor John Davis, Director, Office of Civil Defense, to the Gulfport, Mississippi area on August 21. While in Gulfport Mr. Lathey devoted most of his time to obtaining adequate communications facilities for Federal, state and local officials in the State Emergency Operations Center.

*2. Civil Defense Natural Disaster Communications Warning Study

On July 15 the Director, OEP, requested the DTM to conduct a study concerning the provision of civil defense and natural disaster warning information and on August 12 the Director, OEP, dispatched letters to cognizant agencies asking them to provide members on an ad hoc working group to assist the DTM in this regard. On August 22 representatives of the OTM, the Field Operations Office, the National Resource Analysis Center, the Government Preparedness Office and a staff member from Planning Review (OEP) met as an executive

working group to discuss the complete program for the study. On August 26, Mr. Lathey (OTM) contacted Dr. John Steinhart of the Office of Science and Technology and asked that a representative of that office attend the first full ad hoc working group meeting on August 28 in Room 732 at 2:00 p. m. This action was taken at the request of General Lincoln inasmuch as the Director, OST, has been asked by the President to look into certain aspects of warning as it occurred during Hurricane Camille.

*3. Collocation of the NCS/DTM During Relocation

OTM and National Communications System representatives visited the OTM Machine Records Unit location on August 19 to look over the location as a possible emergency relocation site for about 20 NCS planners. It was tentatively agreed to reserve space in the basement for this group. A formal agreement between the Executive Agent of the NCS and the DTM is expected on this matter in the near future.

*4. Study of the Impact of Hurricane Camille

OTM representative attended one meeting on August 21 and two meetings on August 22 chaired by Mr. Casey of OEP. These meetings were for the purpose of developing a plan and a program of study of the impact of Hurricane Camille upon Federal activities. Mr. Lathey of OTM has been designated as a member of the OEP planning group for this study.

* Items considered of special interest to the Director, OEP

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EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF TELECOMMUNICATIONS MANAGEMENT
WASHINGTON, D.C. 20504

OFFICE OF THE DIRECTOR

August 20, 1969

MEMORANDUM FOR THE DIRECTOR:

In accordance with our current procedure, I am pleased to transmit this report of the significant activities of this office for the period ending August 19, 1969.

J. D. O'Connell
J. D. O'Connell

Encl.

August 19, 1969

WEEKLY ACTIVITY REPORT NO. 79

FREQUENCY MANAGEMENT

*1. Space World Administrative Radio Conference (WARC)

On August 13, the "Preliminary Views of the United States" for the foregoing conference were approved by the DTM and forwarded to the Department of State for transmittal to the 135 member nations of the ITU. Parallel action was taken on the part of the Federal Communications Commission so far as non-Government interests are concerned. Comments on this documentation will be furnished by other countries and will be taken into account in development of the final U. S. proposals for the 1971 Conference.

2. Frequency Assignment Liaison with CIA Improved

On August 13, an OTM staff member met with two representatives of CIA to develop improved procedures for satisfying frequency requirements. Appropriate liaison and procedures were established to ensure that all use of the spectrum is known to OTM and that pre-assignment coordination is effected with OTM on sensitive requirements.

3. Communications-Electronics Planning as Related to the Budgetary Process

On July 1, the DTM forwarded a letter to the Director, BoB, through the Director, OEP, calling attention to the need for a capability by the OTM to review certain aspects of communications-electronics planning by Government departments and agencies prior to budgetary approval. On August 8, the BoB responded and proposed an initial step whereby a list of major (those involving \$250,000 or more) communications-electronics programs of the respective Government agencies would be extracted by the BoB and forwarded to the DTM in order that analysis could be made as to whether or not the necessary radio frequency support was forthcoming. A response to BoB was forwarded on August 12 indicating concurrence with the plan.

4. Propagation Experiments

During the period under report, a letter was forwarded by the Director, OEP, to the Administrator of NASA which would provide for the transfer of \$500,000 of OEP FY-1969 supplemental appropriations for propagation experiments. These experiments are necessary to determine the extent to which communications satellites systems can share in the same frequency bands with terrestrial systems as the

numbers of such systems increase. This action completes a lengthy effort on the part of the OTM toward filling information voids necessary to the development of sound U. S. proposals for the aforementioned WARC of the ITU. A steering committee of NASA, FCC, OTM and Department of Commerce representatives will overview the conduct of the foregoing experiments to insure a result which will be of maximum benefit in preparing for the Space conference.

5. Land Mobile Problem

On August 14, OTM representatives met with personnel from the Stanford Research Institute (SRI) which is conducting, under contract with the FCC, a study of the critical non-Government Land Mobile problem. The basic issue is that use of radio by non-Government land mobile users has grown at an almost uncontrolled rate during the past ten years while frequency support necessary for such operations has not been increased adequately. This item is now of interest to the Congress which is investigating such matters as why television broadcasting has large portions of the spectrum which are unused while the needs of other interests, in particular the land mobile users, go unfilled. SRI outlined the results of their monitoring effort in Los Angeles, Detroit and New York, the conclusion of which was that a near crisis situation exists. SRI plans to recommend that the problem be solved on the basis of more intensified local engineering in the land mobile service. It is significant to note that the OTM did propose a pilot project looking toward increased local engineering in the FY '70 budget, which proposal was rejected by the BoB. It is planned, in coordination with the FCC, to insert this need in the FY '71 budget request.

6. National Electromagnetic Compatibility Analysis Facility

On August 15, OTM representatives met with FCC, OST, BoB and OEP interests for the purpose of pressing the FCC to take a more positive interest in the NECAF proposal of the OTM/OEP. The FCC endorsed the concept as currently defined and indicated that their future budgetary planning would be oriented so as to take advantage of any applicable capability developed.

7. Progress in Conversion of High Frequency Fixed Operations from Double Sideband to Single Sideband

Since 1967, the Government agencies have been involved in an extensive program to convert high frequency fixed operations from double sideband to single sideband, a spectrum-saving technique. A current status

report prepared by OTM shows that all agencies have completed an initial review of their operations, most have converted, and some have completed updating the frequency assignment data base. Since July 1967, the number of double sideband assignments has been reduced from 7620 to 3755.

SATELLITE COMMUNICATIONS

1. This office, in conjunction with NASA, arranged for and participated in a briefing by Lockheed Aircraft Company on their NASA-funded study on Information Transfer Requirements in Future Years. Results of this study should be useful in planning national telecommunications policy.

NATIONAL TELECOMMUNICATIONS

* 1. Telecommunications Standards

A draft letter is being staffed with the Executive Agent and Manager, NCS, and with the Office of the Assistant Secretary of Defense I&L (Telecommunications Policy). The purpose of the letter is to assign to the Executive Agent NCS responsibility to develop, in coordination with all Federal agencies, safety standards applicable to telecommunications areas. The DoD is presently undertaking a review and analysis of its existing safety standards related to telecommunications areas. The objective is to initiate NCS action with the civil federal agencies at the same time to allow for joint meetings of these parallel efforts where appropriate.

A number of meetings are being held with the Manager, NCS, staff for the purpose of planning telecommunications standardization activities in the Federal Government toward some centralized organizational point of coordination.

The Manager NCS has prepared a draft letter (now being staffed) to be sent to over 50 Federal agencies for the purpose of developing and implementing Federal Program Standards for Data Elements and Codes in Telecommunications areas. The computer activity of the Frequency Management Directorate of the OTM will be one of the first activities to participate in this NCS program.

* 2. Status of WASHFAX System Improvement

Office representative met with members of the Office of the Manager, NCS, the Defense Communication Agency and the White House Situation Room to discuss the proposed implementation of switched operation for the WASHFAX System. Of direct concern was the change in projected date for its operation which would delay implementation nearly one year.

TELECOMMUNICATIONS EMERGENCY PREPAREDNESS

1. Telecommunications for Urban Areas

On August 14, after coordination with the Assistant Secretary for Science and Technology, Department of Housing and Urban Development, the DTM provided to the National Academy of Engineering his comments on a draft report titled "Telecommunications for Enhanced Metropolitan Function and Form." This report is due for submission to the DTM on August 31 under Contract No. OEP-SE-69-101.

*2. Annual Report to the Joint Committee on Defense Production

On August 13, the DTM provided his comments to the Acting Director of Liaison, OEP, on the telecommunications portions of this report.

*3. Study of Telecommunications Warning

During the past week the DTM has been involved in preparing the necessary material for the first meeting of the Ad Hoc Working Group on Telecommunications Warning. This has included: development of the essential elements of information needed for analysis during the study; the development of specific assignments to ad hoc working group members; and development of a general outline of the report to be submitted at the end of the telecommunications warning study requested by the Director, OEP. This task has involved coordination with representatives of the National Resource Center, the Field Operations Office and the Government Preparedness Office.

*4. Telecommunications for the National Governors' Conference

On August 13-14, the OTM staff was involved in providing information to the Council of State Governments concerning the possibility and cost associated with a special teletypewriter network to support the National Governors' Conference, which will be held in the Broadmoor Hotel in Colorado Springs beginning on September 28. The system under investigation would include the provision of two-way teletype circuitry between the Broadmoor Hotel, the Council of State Governments Office in Washington, D. C. and all of the Governors' respective offices. When the cost of the system and the time required for installation of the system were provided to the project official in the Council of State Governments, the project officer stated that the Council would not install the system and the project was dropped.

5. Educational Telecommunications (University of Vermont)

On August 18, the Director of Engineering, University of Vermont, visited OTM to discuss a project which the University of Vermont will be undertaking with a grant from the National Science Foundation. This grant will be for the purpose of conducting a feasibility study and an

experiment pertaining to the establishment of a telecommunications network for knowledge. Many subjects were covered during the discussion. These included: developing specific objectives for the study; discussing the limits within which the study would be confined; the approach to be taken during this study; general program milestones to be identified; the state of technology; reviewing what has already been done in this field; and the end products of the study. The university intends to maintain contact with OTM throughout the term of the project.

*6. Hurricane Camille

Since Noon August 17, the OTM has been periodically assessing telecommunications damage caused by Hurricane Camille. Sources of information in this regard have included: Emergency Operations Center of the American Telephone and Telegraph Company in Washington, D. C., New York, New Orleans, Jackson, Mississippi, and Florida; Office of Civil Defense Emergency Operations Center, the Pentagon; National Communications System Operations Center; and the U. S. Army Operations Center, the Pentagon. Periodic reports concerning the information obtained have been provided to the Director of the Field Operations Office, OEP. Damage estimates gathered are exactly that, and do not in any way reflect the amount of telecommunications build-back that will be required. For example, telephones that were in buildings which are now totally destroyed will not be replaced for some time. Restoration of facilities are hampered by the following: local elements are not permitted entry into many of the damaged areas; high waters still exist in large portions of the area; and many power lines are down creating hazards to people moving throughout the area. The Military reports no significant circuit outages and the Bell System reports that all exchanges are in operation although many are still on emergency power.

* Items considered of special interest to the Director, OEP

Wednesday 8/20/69

5:00 Mr. Bosco, Special Assistant to Secretary Volpe, 962-8192
called to say he understands you have been
chairing meetings on telecommunications.

As the largest nonmilitary user of telecommunications,
Secretary Volpe has a great interest in the decisions
affecting telecommunications. He is in Alaska and
they wanted to be sure that no decision would be
reached within the next few days prior to his return.
He would like to have an opportunity to make some
inputs.

Told Mr. Bosco that the first meeting was organizational
and that there would be no decision made at this time.

He asked that you call him upon your return from
vacation.

(I mentioned to him that Richard Beam of their office
had attended the first meeting for Secor Brown. He
said he realized that but wondered if someone of a
higher level should discuss this with you.)

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WASHINGTON, D.C. 20504

OFFICE OF THE DIRECTOR

August 13, 1969

MEMORANDUM FOR THE DIRECTOR:

In accordance with our current procedure, I am pleased to transmit this report of the significant activities of this office for the period ending August 12, 1969.

W.D. O'Connell
for
J. D. O'Connell

Encl.

August 12, 1969

WEEKLY ACTIVITY REPORT NO. 78

TELECOMMUNICATIONS EMERGENCY PREPAREDNESS

* 1. Provision of Warning Information

On August 4, members of the OTM, the Emergency Operations Office (OEP), and the Office of Civil Defense (D/A) discussed the status of proposed civil defense home alerting systems. The meeting was requested by the OCD staff for the purpose of developing a means whereby experimental programs by separate agencies could be combined into a single research and development program. The OCD staff was briefed on General Lincoln's memorandum of July 15 which directs the DTM to conduct a study of civil defense and natural disaster warning information. Since this study will involve ad hoc groups from affected Federal departments and agencies, the OCD staff felt that this would accomplish the objective of the meeting. On August 11 the DTM prepared the necessary correspondence for the Director, OEP, for establishment of the Ad Hoc Working Group on Communications Warning, and the Director, OEP, dispatched the correspondence on the same date.

* 2. Consultation with Industry Telecommunication Officials

At the request of the Vice President (Operations), American Telephone and Telegraph Company, a representative from the Emergency Operations Office (OEP) and representatives from the OTM met with headquarters personnel of the Bell System and of the New Jersey Bell Telephone Company to inspect and comment upon the adequacy of a N. J. Bell Telephone emergency operations center. This consultation was a part of the DTM's on-going program of industry telecommunications preparedness.

* 3. Common Carrier Telecommunications Survivability

On August 7, in coordination with the DTM, the Vice President (Operations) of the American Telephone and Telegraph Company briefed the Director, Deputy Director, and selected staff members of OEP on the telecommunications preparedness program of the Bell System.

* 4. Urban Telecommunications

On August 11, representatives of the DTM discussed with the Director, Utilities and Technology, DHUD, a Preliminary Draft of a report to be rendered to the DTM by August 31 under Contract No. OEP-SE-69-101. The report reviewed is titled "Telecommunications for Enhanced Metropolitan Function and Form," and is a submission to the DTM by the Committee on Telecommunications, National Academy of Engineering. This discussion resulted in a number of recommendations for change in the preliminary draft of the report.

NATIONAL TELECOMMUNICATIONS

1. Correlation of Communications Programs

OTM and BoB representatives met and discussed various alternatives to insure the correlation of agency telecommunications programs of the Federal Government. It was agreed that an attempt would be made to have the BoB Examiners closely question agencies with significant request for modification of existing systems or new systems, as to correlation effected. If the program has not been fully correlated with NCS long range planning, the matter will be referred to the DTM for recommendation.

2. Transatlantic Communications Restoration

Exploratory discussions with representatives of the common carriers were entered into by OTM staff to determine the advisability of strengthening existing procedures for restoration of service in the event of submarine cable or satellite failure. It was generally agreed that additional preplanning should be considered. It was also agreed that testing of restoration on a supergroup basis should be undertaken. Such tests are being scheduled. Discussions with COMSAT to further look into the adequacy of satellite restoration planning have been requested.

* 3. Procedures for Presidential Telephone Calls

(FOR OFFICIAL USE ONLY)

The existing procedure which provides for Presidential telephone calls to persons with unlisted numbers has been reviewed by the Telephone Company representatives with the DTM and arrangements are currently underway to coordinate proposed changes with Mr. Hopkins, the Executive Assistant in the White House office.

SATELLITE COMMUNICATIONS

1. Dr. Clay T. Whitehead, Staff Assistant, White House, notified this office of his intention to establish a small working group for the purpose of presenting by October 1 the Administration's recommendations to the FCC on guidelines for use of satellites for domestic communications by commercial organizations. He invited the following offices to participate in the effort: OST, CEA, BoB, OTM, DOJ, NASA, as well as FCC. Colonel Ward T. Olsson has been designated as the OTM representative for this activity.

FREQUENCY MANAGEMENT

1. Interdepartment Radio Advisory Committee (IRAC)

The Committee met on August 12 and took the following significant actions:

- (a) Oceanography -- approved and forwarded the compiled U. S. radio frequency requirements for oceanography to the World Meteorological Organization (WMO) in Geneva, Switzerland.
- (b) Air Navigation Aids -- Reviewed the International Civil Air Organization (ICAO) table of present and planned use of frequencies above 400 MHz for aeronautical navigation aids. The DOT will use the IRAC comments as a basis for advising the U. S. Representative on the ICAO Council (Montreal) as to action that must be taken on behalf of the U. S.
- (c) Semi-Annual Report -- This report covering the period January 1 - June 30, 1969, was approved in draft. It is being sent to the printers for publication this date.
- (d) Maritime Telecommunications -- Reviewed and noted without objection the International Frequency Registration Board (IFRB) list of high frequency maritime radio telephone requirements that are to be engineered into the new channels made available by the World Administrative Maritime Radio Conference, Geneva, 1967.

2. Pacific Missile Range Frequency Management Facilities Surveyed

The radio frequency management activity and facilities at Point Mugu, California, were surveyed on August 7 by OTM personnel. The survey was in connection with a continuing program to ensure the adequacy of agency frequency management and the validity of current frequency authorizations.

3. Annual FCWG Meeting Attended

On August 8, OTM personnel attended the annual meeting of the Frequency Coordination Working Group of the DOD Range Commanders' Council in Oxnard, California. Participation with this group keeps OTM abreast of the activities and problems of the major users of telemetry and the military frequency managers and area frequency coordinators.

*4. Visit by Assistant Secretary of Commerce

On August 7, a member of OTM staff escorted Assistant Secretary of Commerce Tribus on a visit to the DOD Electromagnetic Compatibility Analysis Center (ECAC) in Annapolis, Maryland. Upon returning Mr. Tribus has indicated that he would endorse the concept for a civilian equivalent to ECAC, i. e., a National Electromagnetic Compatibility Analysis Facility (NECAF).

5. Spectrum Research Program

On August 11, representatives of OTM met with Department of Commerce representatives on progress and the direction to date of the spectrum research program. This is part of a continuing effort by the OTM to use existing Governmental facilities to cope with frequency management problems.

FEDERAL TELECOMMUNICATION ACTIVITIES AND
NATIONAL COMMUNICATION POLICY DEVELOPMENT

There are a number of important issues with respect to national communication policies and Federal telecommunication activities which suggest the need for new approaches and new capabilities within the Executive Branch:

(1) The communications industry is heavily regulated by the FCC and is affected by the communication needs, activities, and expenditures of Federal agencies. However, neither the FCC nor the Executive Branch has a significant capability for systematic analysis of communication opportunities and developments, nor of the impact, effectiveness, and cost of existing or proposed communication policies. The FCC, exhibiting the usual preoccupation of regulator with the regulatee, devotes most of its attention to the rates and structure of the broadcast and common-carrier industries. Federal agencies, each lacking any broad authority for overall policy formulation, concentrate their efforts narrowly on their own mission-related communication services. Coordination between the FCC and the Executive Branch is largely a matter of gentlemen's compromises between Federal operating requirements and FCC concern for broadcast and common carrier interests. Such guidelines as emerge from this mix of interests are a patchwork of non-complementary, often conflicting and overlapping policies which, public-interest claims notwithstanding, show little concern for the general private user of communication services.

(2) Many communication systems are dependent in whole or in part on use of the radio spectrum resource. Permission to use this resource must be obtained on an individual, case-by-case basis from the FCC (for non-government users) or the DTM (for government users). Such rights of use as are granted are temporary in nature, and are subject to various technical and operating conditions imposed by the FCC. The allocation of these rights among categories of use, as well as the assignment of rights to individual users, is conducted without benefit of any effective measure of the social or economic value of the right in alternative uses. Allocation between government and non-government uses is equally arbitrary, resulting from one-shot agreements on a nation-wide split between the FCC and DTM. The net effect of these resource management techniques is to preclude some beneficial radio communication services and to make others less reliable and/or more expensive, in the presence of substantial unused spectrum resources.

(3) The Federal government currently spends heavily on both general and specialized telecommunications research and development, through NASA, DOD, DOT, and DOC in particular. Very little of the general R&D activity

is either oriented to or relevant to major current telecommunication issues requiring analytic support; nor is there any effective Federal program to apply the knowledge derived from specialized military and space telecommunications R&D to current issues or national communications development. While greater

overall support for telecommunications R&D may eventually be desirable, the first step should be to orient existing R&D programs to existing policy and operational requirements.

(4) The so-called National Communication System, envisioned as an integrated network serving all agencies and Departments effectively and efficiently, remains a loose confederation of independent agency systems. In spite of interconnection capabilities which have been developed, there has not been adequate specification of emergency capabilities, hardness, and priority override features necessary to permit informed decisions about the adequacy, performance, and cost of the system. No one seems to know what a "unified" NCS means, would cost, or would accomplish.

(5) These general deficiencies are a major contributor to a large and growing list of confrontations between various segments of the communication industry and between the industry and its present or prospective users:

(a) Between AT&T, Comsat, TV broadcast networks, public interest groups, and radio/electronics manufacturers over the implementation and use of domestic communication satellites;

(b) Between the TV broadcast industry and CATV interests over the relative role of over-the-air ~~and~~ cable TV distribution systems;

(c) Between land mobile radio users and TV broadcast interests over spectrum resource allocations and assignments;

(d) Between various user associations and the FCC over basic spectrum allocation/assignment policies (e.g. preparatory work for international conferences to allocate spectrum resources);

(e) Between the computer and communication industries over interconnection policies and combined computer/communication utilities;

(f) Between prospective independent suppliers of private line telephone and data services and established common carriers over interconnection policies, fair competition, etc.

Federal organization weaknesses:

Since World War II, there have been a number of studies of Federal communications organization and a number of reorganizations and shifts of responsibilities within the executive branch. None has proved particularly satisfactory, and, indeed, the problem does not seem amenable to simple solutions. The lack of a simple solution is due to the quasi-independence of the FCC from the executive branch and to the conflicting requirements of Executive Office telecommunications coordination and individual agency mission responsibilities.

The study of the Federal Government communications organization completed in December 1968 by the Bureau of the Budget provides a good statement of the shortcomings of our current organization.

The Bureau of the Budget reported a need for:

- (1) a strengthened organization for policy planning, formulation and direction of Federal communications activities.
- (2) a reorganized and strengthened National Communications System (NCS) within the Department of Defense.
- (3) an improved procurement and technical assistance effort in communications on behalf of those Federal agencies which do not now have adequate resources in this field.

- (4) unified frequency spectrum management process.
- (5) a coordinated technical assistance program for State and local governments in this area.

Current organization for communications policymaking:

The Director of Tele^{communications} Management (DTM) in the Office of Emergency Preparedness is now charged by Executive Order and Presidential memorandum with some responsibility for coordinating telecommunications activities in the executive branch. The DTM also is designated Special Assistant to the President for Telecommunications. However, the history of the organization reveals that attempts by the DTM to exercise leadership in communications policy have been largely ineffectual. This situation results from a number of factors such as organizational location, inadequate staff, and fragmentation of policy authority among half a dozen agencies with no one having overall responsibility. Despite its claimed responsibilities, the credibility of the DTM is questioned by agencies with major operating responsibilities.

There is now no office in the executive branch with the responsibility or the capability to review national telecommunications policies as expressed in legislation and in FCC policies. The antitrust division of Justice has occasionally filed briefs on competitive aspects of decisions before the FCC, but these derive largely from antitrust considerations rather than from familiarity with communications issues. The Council of Economic Advisers has shown almost no capability or interest in telecommunications, and OST is certainly not equipped for addressing the fundamental economic and institutional problems of the industry and its regulation by the FCC. The

Administration is therefore largely unable to exert leadership or take initiatives in spite of vulnerability to criticism for FCC policies.

Executive branch responsibilities:

The Executive branch has the following major responsibilities in the telecommunications area:

1. Assignment of frequencies for Government communications.
2. Research and development.
3. Analysis of technological and economic alternatives and formulation of recommendations for national policy with respect to telecommunications.
4. Definition and assurance of emergency communications capabilities.
5. Policy planning responsibilities for Government communications activities.
6. Procurement of Government communications services and operation of Government communications facilities.
7. Technical and economic assistance to State and local governments for telecommunications facilities and services to support various public goals (public safety; health, education, and welfare; natural and man-made disaster warning; etc.)

Agency views:

The Budget Bureau study of Federal communications organization made a number of major recommendations (see attached summary) and was recently distributed to the concerned departments. Agency views on the Budget Bureau recommendations have been received (summary attached). These views share a common theme that (1) stronger coordination from the top is required in establishing Government policy for its own telecommunications requirements; and that (2) the Federal Government should take a stronger role in the evolution of national telecommunications to deal with the increasingly rapid rate of technological change and industry growth; ~~and~~ ⁽³⁾ ~~There is also agreement that~~ a much stronger analytic capability within the executive branch is needed to achieve these goals.

There is, however, no consensus among the agencies about the extent to which the Bureau's specific organizational suggestions will actually advance the above objectives. The history of this area suggests strongly that it will be unprofitable to seek further agreement among the agencies. There is no solution that will represent a desirable compromise, and no solution appears sufficiently strong on its merits that it looms out as the obvious choice.

Action Required:

It is clear from the deficiencies noted and the consensus on required Executive Branch capabilities and coordination that some positive steps should be taken. Whatever their organizational implications, these steps should:

- (1) Focus responsibility for communications policy development and coordination for the Executive Branch in a single agency

reporting directly to the President or to a Cabinet Officer.

- (2) Provide ~~this~~ this agency a strong analytic capability to evaluate telecommunication opportunities, systems, and policies as to technical feasibility and socio-economic impact.
- (3) Establish ⁱⁿ this agency ~~this~~ a spectrum management authority with immediate responsibility for ensuring efficient allocation and use of the radio spectrum resource by all Federal agencies, and for advocacy before the FCC of efficient usage and management techniques. The Interdepartment Radio Advisory committee, which handles specific frequency assignments to individual Federal users/agencies and adjudicates inter-agency differences, could either be incorporated under this authority or operated separately without significant impact on the overall structure. As a long term objective, this authority would be expected to develop plans leading to a consolidation of both FCC and Federal spectrum management functions under a single Executive Branch agency, except for licensing, assignment and adjudication functions.
- (4) Provide an effective two-way coupling mechanism -- perhaps through budgetary and program review -- between this policy and analysis capability and both general and specialized Federal R&D programs in the telecommunications.
- (5) Finally, drawing on the analytic capability described in (2), develop a program of technical and/or economic assistance to

Federal and State agencies in evaluating their communication needs and opportunities, alternative systems for meeting these, and procurement and operating policies for these systems and services.

Organizational Alternatives

Some progress toward the above ends could be made without any organizational changes, simply by clarification of existing Executive and Departmental Orders, agency missions, and reporting/coordinating arrangements. However, full realization of Executive Branch potential in this area requires some consolidation to eliminate the major gaps which now exist between policy-making, analytic capabilities, operational responsibilities, and research and development. A number of organizational arrangements suggested in the Congress or the press can be rejected immediately as impractical, premature, or politically infeasible. These include establishment of a Department of Communications, transfer of all telecommunication functions to an existing Cabinet department, and significant expansion within the Executive Office of the President by creation of a new Office.

Determination of emergency communications requirements clearly must remain in OEP. Major involvement by the executive branch in non-governmental communications policy matters before the FCC and the Congress could be centered in one of the Cabinet departments -- probably Commerce.

There appear to be three feasible alternatives:

- (1) Maintain essentially the status quo, but clarify and strengthen the conflicting Executive Orders through which the DTM derives his

authority, as well as the role and mission of Commerce, NASA, and other Executive Branch agencies. If this is done, the DTM should be strengthened by expansion of staff resources and by raising the DTM to the rank of deputy within OEP.

(2) Alter slightly the status quo by strengthening the DTM as in the first alternative, but providing the DTM a capability for analysis of non-Government policy issues that would enable the Administration to play an expanded role in that area.

(3) Create a new organizational unit in an existing Department (e.g. Commerce) that would perform the needed analysis of major national communications issues; take an increasingly active role in advocating policy to the FCC and (through the President) to Congress; and eventually be responsible for unified management of spectrum resources for both Government and non-Government users. This alternative would require shifting of policy formulation and spectrum management responsibilities from the DTM, leaving only emergency communications requirements -- and possibly IRAC and its spectrum assignment functions -- in OEP.

Recommendations

It is clear that consolidation of various communication functions and responsibilities will be required within the near future if the Executive Branch is to effectively discharge its duties in this field. However, it is not clear that any of the proposals put forth to date would in fact achieve this desired result. Present deficiencies in this area are

less the result of inadequate or mislocated responsibility, than of the need for new planning and analysis capabilities and new fundamental approaches to the issues.

It is thus less of a problem in organizational structure and location than one in individual and organizational philosophies. With the right leadership and approach, existing organizations working in harmony could go far toward resolving many of the immediate issues; with inadequate leadership or a narrowly focused approach, a consolidation of functions and responsibilities could easily be worse than the existing fragmentation. And because communications is such a complex and sophisticated mix of social, economic, technological, and political imponderables, the possibility of a ^{too}~~too~~-narrow approach (e.g. an engineering approach, or an economic approach, etc.) is very great. Few individuals or organizations possess both the breadth and depth to work effectively in such an area, yet it is these ^{whose}~~whose~~ efforts must be mustered and coordinated.

Because of these considerations, it is recommended that Federal communications reorganization be carried out in three major phases, over a period of 1-3 years but beginning almost immediately. In the initial phase, carefully selected individuals having both the depth of understanding of the communications field and the broad perspective and capabilities outlined above would be recruited to fill key positions in existing organizations (e.g. DTM, DOC, FCC, NCS). These individuals would be expected to work ^{together}~~together~~ closely during the interim period,

largely on an ad hoc basis, in addressing current issues of major interest and in developing longer-range ~~work~~ programs ^{and plans.} This period would also serve to collect the various skills and capabilities which will be needed, without wholesale transfers and/or recruitment programs or a significant increase in the total level of effort; it would be largely a matter of diverting selected personnel from less-productive to more productive tasks.

In phase two, probably within 12-18 months, those individuals and groups who have proven effective in the initial phase -- plus other potential elements identified during this phase -- would be combined in a single Federal Communications Administration (described more fully below) reporting either directly to the President (e.g. as NASA now does) or to one of the ~~Cabinet~~ Departments (probably Commerce). In a third phase, based on studies and recommendations growing out of phase two) appropriate functions of the FCC (e.g. spectrum management, technical standards, etc.) would be transferred to the FCA through either Executive reorganization plan or legislation.

Details of these three phases are outlined in the following sections:

A. Phase One (Immediate)

(1) Select a Director of Telecommunications Management possessing a broad and open perspective of national communication

policies and issues, yet highly familiar with existing capabilities and deficiencies of the OTM, Commerce, NCS, and FCC.

(2) Task the Department of Commerce to provide the basic analytic capability to support the DTM, through creation of a small Communications Engineering and Analysis Group (CEAG) reporting directly to the Assistant Secretary for Science and Technology. Tasking and funding of this group would be established by mutual agreement of the DTM and the AS/ST.

(3) Establish a series of Task Groups dealing with specific major telecommunication issues (e.g. Domestic Satellite Policy, CATV, Land Mobile/TV Spectrum Use, Common Carrier Policies, National Communication System, Alaskan Communications, Telecommunication Opportunities, etc.). These Task Groups would be supported through the CEAG, staffed with a mix of the most qualified personnel from various Departments and agencies, and under the broad continuing guidance of the DTM and AS/ST. The objective of each task group would be to develop policy/operational recommendations and supporting analysis on the relevant topic, for presentation by the DTM and AS/St to the President, FCC, or Congress as appropriate.

B. Phase Two (within 12-24 months)

A Federal Communication Administration should be established, either as an independent agency such as NASA or in the Department of Commerce. This administration would be expected to grow into the

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the primary Executive Branch agency for national communication
policy planning, management of the radio spectrum resource, and
coordination/assistance in Federal/State communication
systems development and

operation. Specific functions of the FCA would include:

- economic, technical, and systems analyses of national communication needs, opportunities, and policies;
- presentation of coordinated Executive Branch views to the FCC on both general and specific public policy issues, to include specific recommendations on non-Government management and use of the radio spectrum resource;
- provide recommendations on major communication policy issues, including legislative proposals, through the President to the Congress, and serve as principal point of contact between the Executive Branch and the Congress in the communications field;
- allocate and manage government use of the radio spectrum resource, to include development of improved spectrum management and usage techniques;
- provide guidance, information, and coordination to Federal, State and local government agencies in communication system planning and procurement;
- develop a capability for design, procurement and management of Federal administrative communication and information systems (to exclude national security command and control systems), leading ultimately to management responsibility for an integrated Federal Administrative Communication System.

- conduct and/or coordinate Federal research programs of a general nature in the communication/information systems field, and maintain continuing liaison with other Federal R&D programs in this field, including operation of a national information center on communication developments.
- develop and operate on Electrospace Engineering Facility (EEF) or National Electromagnetic Compatibility Analysis Facility (NECAF) capable of evaluating the compatibility of both existing and proposed electronic systems and devices within the overall electromagnetic environment.

The FCA would incorporate the existing telecommunication research programs ^{of} to the Commerce Department, and the frequency management and Federal policy-making activities of the DTM (including the Inter-department Radio Advisory Committee). IRAC would become an advisory body to the FCA (as it now serves the DTM) retaining its present membership and organization. The FCA would be expected to develop the NECAF to serve both the IRAC and the FCC in their spectrum assignment roles. It would also be expected to develop a comprehensive social/economic/engineering systems analysis arm to support the policy planning, spectrum management, and coordination/advisory functions described and to provide guidance and coherence to the general R&D activities.

Each Federal agency would retain responsibility for design, procurement, and operation of specialized communication systems/services unique to agency missions, subject only to appropriate spectrum utilization

standards and system compatibility standards set by the FCA and emergency preparedness requirements set by the OEP.

The Director of OEP should be directly assigned all responsibilities for emergency communications requirements and preparedness. With responsibility over government spectrum management removed from OEP, the roles of DTM and SAPT would be eliminated. OEP should continue to have an Assistant Director of Telecommunications who would be responsible for specification of emergency communication requirements, priority override features, and survivability capabilities for government telecommunications.

A NSSM should be issued as soon as the new Assistant Director is found for OEP. This directive should define appropriate NCS machinery for dealing with national security and emergency telecommunications issues and should provide general guidance to OEP on emergency communications requirements and policies.

Alternative Approaches

Implementation of the above recommendation is conditioned on acceptance by the Department of Defense of the transfer of IRAC from adviser to the DTM to adviser to the FCA. If DOD is unwilling to accept this change, it will be necessary to adopt a suitable alternative. The simplest modification, which would still permit consolidation of most national policy planning, systems analysis, R&D, spectrum management, and coordination/advisory functions, would leave IRAC as an advisory body to the OEP, with responsibility for assigning

spectrum rights to individual government users and resolving inter-agency interference problems. Overall spectrum allocation matters, including utilization standards and policies, would be established by the FCA--the the advice of IRAC as to agency needs and potential impact on agency operations--which would also provide analytic support to IRAC through the NECAF and the FCA systems analysis capability. Inasmuch as this approach equates to the present role of IRAC in advising the DTM and dealing with inter-agency problems, it should pose no serious problem for the DOD.

A second alternative would be to strengthen the DTM as the strong focal point for Administration policy formulation and spectrum management, with IRAC continuing in its present advisory role. Present authority of the DTM would be clarified and its staff and resources increased somewhat. The Director would be raised to executive pay level IV, as evidence of the increased stature of the office.

The Department of Commerce would be assigned primary responsibility for technical and economic research and analysis to support the DTM in policy planning and other agencies in system planning and operations. A Telecommunications Research and Analysis Center would be established in Commerce for this purpose, drawing on the Commerce capabilities noted previously and reporting to the Assistant Secretary for Science and Technology. The DTM would provide guidance to the TRAC on research and analysis programs undertaken to support policy planning.

The TRAC would also be responsible for development and operation of the NECAF, and for continued basic and applied research in telecommunication sciences.

A major deficiency of this alternative is the continued split between policy, research and analysis, and operating responsibilities which it implies. While some progress could surely be made by clarification of these responsibilities, it may be difficult to achieve optimum coordination so long as they are fragmented among several agencies.

C. Phase Three (1-3 years from start)

(1) Transfer overall responsibility for managing non-Government use of the radio spectrum resource (electrospace) and setting telecommunication standards from the FCC to the FCA, leaving with the FCC only the function of licensing broadcast stations, common carriers, and private users of the electrospace and adjudicating disputes among competing claimants for electrospace rights packages identified by the FCA.

(2) Transfer responsibility for managing all administrative communication systems/services for the Federal government to the FCA, to exclude national security systems and other systems of either a tactical or strategic nature which would be managed by the Department having primary mission responsibility.

Copy for Mr. Whitehead

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF TELECOMMUNICATIONS MANAGEMENT
WASHINGTON, D.C. 20504

OFFICE OF THE DIRECTOR

August 6, 1969

MEMORANDUM FOR THE DIRECTOR:

In accordance with our current procedure, I am pleased to transmit this report of the significant activities of this office for the period ending August 5, 1969.


J. D. O'Connell

Encl.

August 5, 1969

WEEKLY ACTIVITY REPORT NO. 77

FREQUENCY MANAGEMENT

1. Contractual Support

A meeting was held on August 4 with representatives of Sachs-Freeman Associates to review the new contract that is to be the follow-on in the development of the OTM frequency usage program. The first stage, through a contract with IITRI, defined the types of data bases needed. The second stage will develop the analytical techniques needed to fill out the data bases, the technical support requirements associated with these techniques, and a time-phased development plan for achieving these capabilities.

A meeting was held on August 5 with representatives of the General Electric Company on details of work being performed under contract for OTM on orbit/spectrum utilization. Earlier, the General Electric Company provided a report on the technical criteria that should be used to ensure an orderly development for an efficient and effective use of the geostationary satellite orbit. With the technical aspects of the contract study nearly completed, the meeting was to provide direction to the contractor for the study of economic implications.

2. Technical Planning

On August 5, representatives of OTM met with senior officials from the U. K. on technical planning for the forthcoming World Administrative Radio Conference on Space Matters. The discussions covered space research, radio astronomy, and sharing criteria between various radio services in international spectrum planning. These discussions took into account that the CCIR will be meeting in Geneva during September-October 1969 to develop recommendations on these and other points.

3. OAS Request for Radio Facility in Washington

On July 31, a representative of the OTM met with Messrs. Mitchell, Wilson, Jacaruso, Department of State, Mr. Ford of the Organization of American States (OAS), and Mrs. Ruth Reel concerning an urgent need of the OAS for reliable communications to Honduras and to OAS personnel in the field. It was the consensus that existing law does not provide for the operation of an OAS station in Washington. It was decided that the OAS would consider contracting with the U. S. carrier or individual to operate the station in Washington, in which case the FCC could issue an appropriate license.

Department of State offered its good offices to call carrier representatives to Washington for discussion. Meanwhile communications are being provided by the Honduras amateur here in Washington using Honduras call letters.

4. JTAC Briefing of OST

The Joint Technical Advisory Committee (JTAC) repeated its earlier briefing for the FCC and OTM to the OST last week. The briefing is a review of the progress and actions that need to be taken to carry out the objective of the JTAC Report on "Spectrum Engineering - The Key to Progress". A representative of the BoB attended the briefing.

5. Improvement of Television Broadcasting for the Deaf

As the result of the mutual efforts of the OTM and the Council of Organizations Serving the Deaf (COSD), the National Association of Broadcasters is making a concerted effort among its members to improve television service to the hearing handicapped.

* SATELLITE COMMUNICATIONS

The Director and a member of the staff attended a meeting held by the Alaskan Delegation to discuss planning for satellite communications in Alaska. Although Senator Gravel and Senator Stevens and Congressman Pollock were unable to attend the early part of the meeting, a presentation of a proposed program for satellite communications for Alaska was presented by the COMSAT Corporation. After the completion of the presentation and discussions, the Senators arrived and discussions were continued with respect to the prospects for beginning immediately an "experimental demonstration" using available satellites. Senator Gravel indicated that the Alaskan Delegation would be formally asking the Administrator of NASA for the use of the ATS-1 satellite which is presently located over the Pacific Ocean and that the Alaskans would be undertaking a nine-month experiment for educational television distribution.

Subsequently, this office advised Mr. Whitehead of the discussions held with the Alaskan Delegation. In addition, the office intends to work closely with COMSAT and RCA during their planning for the utilization of satellite communications in Alaska and to effect coordination of such plans throughout the Executive Branch.

NATIONAL TELECOMMUNICATIONS

* 1. Emergency Operations Centers

A staff representative of the DTM attended a meeting on July 28 called by the Bureau of the Budget concerning the operation of emergency communication centers with particular reference to implementation of a national emergency telephone number throughout the United States. The interest in the Bureau was related to exploring the various programs and the use of Federal funds to establish such centers for both law enforcement and civil defense. The Office of Law Enforcement Assistance Administration and the Office of Civil Defense were participants.

* 2. Communications Between National Leaders

In a letter to the Deputy Manager, National Communications System, on August 4, the DTM concurred in the terms of reference for an Ad Hoc Committee to consider communications between national leaders and to provide representation in related meetings in an observer status.

* 3. Communications Facilities of the White House Complex

On August 1, members of the OTM staff arranged for and conducted an orientation tour of the telecommunications facilities of the White House Complex for the Commissioner, Transportation and Communications Service and his Director of Program Management, of the General Services Administration. The purpose of the tour was to acquaint GSA people with the communications facilities since they have an overall responsibility for communications for the civil agencies of the Government and to further acquaint them with the relationship of the GSA with other activities (telephone company, National Parks Service, White House Communications Agency, Executive Assistant to the President and Secret Service) involved in providing communications for the White House.

* Items considered of special interest to the Director, OEP

Time for a communications countdown

A solid, economic payoff to the American public is long overdue from one important area of the space program. The use of communications satellites to lower the cost and improve the efficiency of domestic television, telephone, and record communications could and should have started years ago.

The world of communications, however, works on political rather than technological schedules. Since 1962, when Congress finally produced the awkward compromise known as the Communications Satellite Act, there has been no perceptible progress toward putting satellites to work for business and the public within the borders of the U.S.

Last week, the Federal Communications Commission was on the verge of giving Communications Satellite Corp. a go-ahead for a demonstration project. Then, the White House slapped a 60-day hold on FCC. The new delay is to give Administration policymakers time to come up with yet another set of recommendations. But the 60-day period will also give all the communications lobbyists on Capitol

Hill time to rebroadcast the caveats and cautions that have stopped progress so far.

The problem, and it is time to face it directly, is that satellites will compete with and cause changes in existing broadcasting and telecommunications systems and practices. But the question for the Administration to ask is why any company capable of bringing off a project like a satellite communications system should not be allowed to participate.

Other countries aren't waiting. The Soviet Union has had a domestic satellite system in operation for several years. Intelsat, the international system, is working beautifully between many nations, including the U.S. Now, Canada, borrowing U.S. technology, rockets, and launch facilities, plans to have its domestic satellite network in operation in 1972, long before this country has anything working.

It's about time for the nation that watched television live from the moon to put its technology to work on getting a message from New York to Chicago.

FROM: DIRECTOR OF TELECOMMUNICATIONS MANAGEMENT

TO: Clay T. Whitehead

DATE: 8/1/69

The attached letters are for your information in connection with Professor Robinson's paper which I gave you recently.



J. D. O'Connell

Attachments

Letter of 7/22/69 from
Mr. Plummer to Professor
Robinson and his reply of
7/28/69

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF TELECOMMUNICATIONS MANAGEMENT
WASHINGTON, D.C. 20504

July 22, 1969

Professor Glen O. Robinson
University of Minnesota Law School
Fraser Hall
Minneapolis, Minnesota 55455

Dear Professor Robinson:

Thank you for the two reprints "Radio Spectrum Regulation: The Administrative Process and the Problems of Institutional Reform" published in the Minnesota Law Review in May 1969. We have studied your document with considerable interest.

Your treatment of the subject is the most objective and analytical that I have read. It avoids the pitfalls of the impractical, the politically infeasible and reliance on reports written before Executive Order 10995 which provided for a Director of Telecommunications Management with actual authority over use of the spectrum. It fell short, however, of stating specifically what is expected of Executive Branch frequency management, failed to look into the results of the measures taken by Mr. O'Connell, repeated the unsupported allegation that the Federal Government has more spectrum than it needs, and neglected to analyze the reasons why the public may not view all Federal Government applications and uses.

With regard to the first of these shortcomings, many have found fault with Executive Branch frequency management without a single specific. We make no claim to perfection -- regardless of how good it is we can and must do better. This office has stood alone in seeking and establishing "National Objectives for the Use of the Radio Spectrum" and have enunciated policies designed to assist in achieving these objectives (Enclosure 1). There is considerable evidence, both in and out of Government, that the measures taken by Mr. O'Connell (Enclosure 2 treats the more significant) have and are producing beneficial results. This has been attested to by the multidisciplinary Frequency Management Advisory Council (FMAC) whose members from outside of Government are privy to any and all of our actions and have found no fault except that we do not have enough budget support.

The allegation is frequently made without any evidence that the Government has too large a share of the spectrum and hoards frequencies. Completely overlooked is the world situation and the global demands, the fact that each year since 1952 the Government has bought more than one-half of the entire communications-electronics output of the manufacturers and today has a depreciated investment in excess of \$50 billion. We have given presentations of the Government's dependence upon the spectrum to several committees of the Congress, the FCC, FMAC, and the National Academy of Engineering. An unclassified explanation is at Enclosure 3. Nevertheless, we are convinced that the Federal Government should not keep any frequencies which it does not need and use, and have procedures to examine requests to carry out this conviction -- these procedures and changed operational needs made it possible to return the 26 MHz to the FCC in June 1968.

Security and budget support make it impossible to completely open Government frequency management to public view. Whereas only about 15% of Government frequency assignments are classified, they cannot be completely divorced from unclassified requests and assignments. There are times when declining to discuss a request publicly will reveal security information -- for example, why must a radar be located at frequency x. The sad fact is that there has been found no acceptable way to open completely the Government proceedings to the public and maintain essential security. Volume alone makes it impractical to publish some 50,000 applications a year; to publish essential particulars of about 125,000 assignments -- the complete list of Government assignments, in computer language, requires 12,839 pages. In addition, publication of unclassified assignments only would be misleading and could result in interference or development of systems which could not be placed into use. We do comply with the law and will make unclassified listings available to anyone needing them upon specific request and within our capability to do so. We do, when there is a demonstrated need to know and security clearances are confirmed, make pertinent classified listings available -- this was done recently for Comsat. Our Frequency Management Advisory Council (nongovernment civilian experts) has studied this problem and has found no other solution.

Notwithstanding the foregoing, we find your study very worthwhile and wish to distribute it to members of the Frequency Management Advisory Council, the National Academy of Engineering Committee on Telecommunications and the Interdepartment Radio Advisory Committee. It will be

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appreciated if you will furnish 50 copies or give us permission to have copies made. We are, of course, prepared to pay for the 50 copies.

Sincerely,

W. E. Plummer
W. E. Plummer

Enclosures (4)

July 28, 1969

Mr. W. E. Plummer
Executive Office of the President
Office of Telecommunications Management
Washington, D.C. 20504

Dear Mr. Plummer:

Thank you very much for your letter of July 22 and the enclosed materials on the work of the OTM. I read with great interest your comments on my article on radio spectrum regulation. I might in passing just remark briefly on them.

As to the first item, I can only say that limits on the scope of the study necessitated that I not attempt to go into detail on the measures taken by the present Director to bring about more effective management of the Government's use of the spectrum though I personally believe that they are real strides forward. As to the second point about the amount of executive use, I agree with you that the Government has vast needs for spectrum. This does not dispel legitimate concern, however, over the fact that past studies have indicated a natural tendency of large Government users, most notably the military, to stockpile frequencies. What is the magnitude of the problem I can not pretend to know. All that I really intended to say in my article is that the existence of such a tendency justifies full investigation into present Government assignments and the utmost scrutiny of future requested assignments. As to the third item, I agree that many Government assignments require secrecy and perhaps nothing can be done to make the assignment process more open to the public view. But I still wonder if it would not be possible to identify certain classes of Government users, assignments to which could be made more open to public view. But perhaps this would not get to a substantial part of the problem in view of the percentage of assignments held by the military and other agencies requiring secrecy.

As you requested I am sending you 50 extra reprint copies. Because

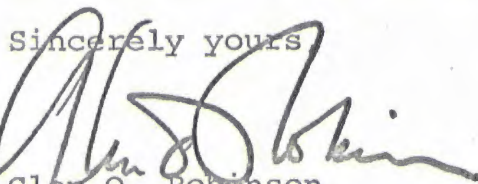
Mr. W.E. Plummer

July 28, 1969

Page 2

of their bulk I am sending them separately and you should receive them in a couple of days. There is no charge for these; they cost me nothing and I am only too happy to send them to you.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "Glen O. Robinson". The signature is fluid and cursive, with a large initial "G" and "O".

Glen O. Robinson

Associate Professor of Law

GOR/sd

Enc.

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF TELECOMMUNICATIONS MANAGEMENT
WASHINGTON, D.C. 20504

OFFICE OF THE DIRECTOR

August 1, 1969

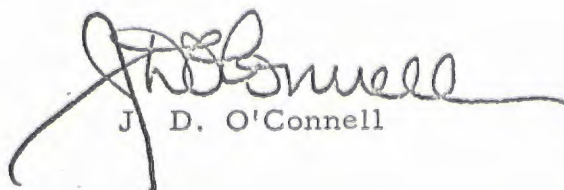
Memorandum for: Members, Panel 1
Ad Hoc IntraGovernmental Communications
Satellite Policy Coordination Committee

Having received indications from most Panel 1 members that convening it for the purposes set forth in my letter of July 22 is desirable, I would like to call the first meeting for 9:30 A.M., September 3, Room 730, 1800 G Street.

Enclosed is a proposed agenda for the meeting. Please bear in mind that both the questions in my original letter and this agenda itself are offered as suggestions: they are subject to changes, additions and deletions at the pleasure of the Panel.

The work of the Panel could be advanced if written material from participants were available to all members before the meeting. Next to certain items on the agenda is the name of an agency from which contributions are requested. It is suggested that maximum use be made of material already available.

Please direct material for this meeting and any comments to my Special Assistant for Satellite Communications, Mr. R. G. Gould, 395-5190.


J. D. O'Connell

Encl.

Panel 1
Ad Hoc IntraGovernmental Communications
Satellite Policy Coordination Committee

Proposed Agenda
Meeting of September 3, 1969

I. Reports on Existing International Framework and Current and Future Technology

- A. Relevant ITU Radio Regulations: (OTM)
- B. Relevant CCIR Recommendations: (OTM)
- C. Appraisal of Technological Feasibility of Satellite Broadcast: (NASA)

II. Reports on Current "de facto" U. S. Policy on Satellite Broadcasting

- A. NASA/India ATS-F Agreement: (NASA)
- B. U. S. Position for "U. N. Working Group on Direct Broadcast Satellites" (State, Mr. H. Reis) and report on July 28 - August 8 meeting (State, Mr. Doyle)
- C. U. S. Position for 1971 WARC as it affects satellite broadcast: (OTM, FCC)
- D. U. S. Position in INTELSAT Negotiations as it affects satellite broadcast: (State)
- E. Current policy on support of foreign satellite broadcast studies and systems (AID)

III. U. S. Goals in Field of Satellite Broadcast

- A. State Department
- B. USIA
- C. FCC
- D. NASA
- E. OTM
- F. Other Agencies

IV. Adoption of Issues to be Addressed by Panel 1

(For example, some or all of those listed in Mr. O'Connell's letter of July 22, 1969, plus others that may be suggested by Panel 1 members)

V. Method of Arriving at U. S. Policy

(For example, by assignment of responsibility to various Panel 1 members for preparation of draft positions on issues listed in IV, above.)

August 1, 1969

MEMORANDUM FOR JAMES D. O'CONNELL

FROM: Richard M. Moose

SUBJECT: Participation in Panel 1, Ad Hoc Intra-Governmental Communications Satellite Policy Coordination Committee

I am replying to your memorandum of July 22, 1969, which was sent to Dr. Kissinger. Charles Joyce handles these matters on our staff. He would like to be informed of your plans and progress and to have the opportunity to participate when matters of interest to the National Security Council are discussed.

RMM:CCJ:il

Dispatched 8/1/69

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF TELECOMMUNICATIONS MANAGEMENT
WASHINGTON, D.C. 20504

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OFFICE OF THE DIRECTOR

July 22, 1969

Memorandum for: Members, Panel I
Ad Hoc IntraGovernmental Communications
Satellite Policy Coordination Committee

This Office is concerned about views, voiced recently in Congressional hearings on the gaps that are reputed to exist in U. S. policy on direct broadcasting. Consider, for example, the following quotations from Hearings of the House Subcommittee on National Security and Scientific Developments, May 13-22, 1969, Clement J. Zablocki, Chairman:

From the "Analysis & Findings," page 3R:

"Although the United States has much at stake in the international political decisions which soon may be made regarding satellite broadcasting, the subcommittee found an appalling lack of Government policy.

"To date, U. S. policymakers have chosen to temporize on the issues involved in satellite broadcasting. Emphasis has been placed on the far-off nature of the technology. When problems have arisen they have been handled on a case-by-case basis."

"The lack of policy guidelines was nowhere more clear than in the arrangement made between the United States Government and the Government of India to allow the latter to use an ATS-F satellite, scheduled for launching in 1972, as the basis of an instructional television system..."

From page 33, Mr. Zablocki:

"I am wondering why India was selected, over an area of our own country. Alaska would be more in NASA's area and would not bring the international aspect into the NASA operations."

"Let me restate the question."

"According to my knowledge, there is no well-defined U. S. Government space broadcasting policy. Nothing is very clear, even during the hearings here today, as to the policy of the United States in the area of satellite broadcasting..."

From page 118

Mr. Zablocki: "Mr. Secretary (Mr. De Palma, State Department) in what areas do you think further study in depth must be undertaken by the State Department, or as Mr. Marks has suggested, by an interdepartmental task force, before we can arrive at some U. S. policy, and have some instructions for the U. S. delegation at the U. N. meeting in July?"

"After all, it is just a little over two months before the meeting will be held. If there is an absence of policy, a policy vacuum, how effective will our delegation be at the ITU? That is the question that comes to my mind."

Additional examples in the same vein could be cited from these hearings.

It is clear that there is need for development and dissemination of comprehensive U. S. policy regarding satellite broadcasting. Some of the elements of such a policy have already been established by the action of government agencies. How can the policy gaps be closed and how should these policies be promulgated?

First, it should be noted that this Office has, among other things, responsibility to "...advise and assist the President in connection with ...provisions of (the Satellite) Act" and to "...Coordinate the activities of governmental agencies...so as to insure...compliance...with policies set forth in the Act..." (E. O. 11191). Other responsibilities are set forth in E. O. 10995.

We would like to offer our good offices to develop answers to the questions cited above. Panel 1 of the Ad Hoc IntraGovernmental Communications Satellite Policy Coordination Committee appears to be a good forum in which to discuss these questions. Therefore, we

propose that this Panel be reconvened for the purpose of arriving at a consensus on what U. S. policy should be regarding broadcasting satellites.

We would welcome your agreement to a panel meeting on these questions. I would suggest initially that we address the following questions and issues:

1. What priority should be attached to the various satellite broadcasting services in comparison with the other needs of developed and developing nations?
2. How does satellite broadcasting rank in comparison with alternate means of supplying these services in other countries both in an economic sense and in terms of its effectiveness?
3. What is the priority or ranking of various regions or countries for initial broadcast satellite systems?
4. What changes in the Communications Satellite Act of 1962 might be necessary or desirable to permit or encourage these systems?
5. What changes might be necessary or desirable in the Radio Regulations regarding frequency allocations, definition of services, interference avoidance criteria and procedures, etc.
6. What should be the views of the U. S. regarding control of programming, unwanted reception of "foreign" broadcasts, and jamming? How can these concerns be resolved?
7. How should such systems be coordinated and regulated to prevent harmful interference, the proliferation of systems and harm to other space efforts such as INTELSAT?
8. Should aid be given to countries desiring such systems? How would such aid be provided?
9. What is the technological state-of-the-art for "community" and "direct" broadcast systems?


10. What additional questions should be considered by Panel 1 in the hope of arriving at elements of an agreed U. S. policy on broadcast satellites?

An early meeting appears most desirable. An initial response to question 10 above would also be welcome.

In cases where previous Panel 1 members have left their respective agencies, this memorandum is being directed to the head of those agencies with a request that it be directed to an appropriate staff member.


J. D. O'Connell

Distribution:

 OST - Dr. Lee A. DuBridge
NSC - Dr. Henry A. Kissinger
USIA - Mr. Frank J. Shakespeare
NASA - Dr. Willis Shapley
NASC - Mr. Roman V. Mrozinski
State - Mr. Frank E. Loy
OASD - General Harold Grant
Justice - Mr. Don Baker
FCC - Mr. Bernard Strassburg
GSA - Mr. Marvin H. Morse
FAA - Mr. John H. Shaffer

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF TELECOMMUNICATIONS MANAGEMENT
WASHINGTON, D.C. 20504

OFFICE OF THE DIRECTOR

July 31, 1969

MEMORANDUM FOR MR. CLAY T. WHITEHEAD

SUBJECT: Draft Memorandum to the President, July ____, 1969

The Telecommunications Management arrangement embodied in your draft memorandum, July ____, 1969 is sound and practicable of achievement. It should provide for a significant improvement in management within the Executive Branch and nationally without appreciable risk of Congressional opposition. This arrangement is the best advanced thus far from any source.

I have the following suggestions in the interest of accuracy and clarity:

Draft Memorandum

1. Page 2, last full para - cite GAO recommendation, "In making the realignment, consideration should be given to: -- removing the Office of the Director of Telecommunications Management (DTM) as a component part of the Office of Emergency Preparedness (OEP) and reconstituting this office as the new organization or entity, and" and, "On balance, we favor continuation of the function in the Executive Office of the President to provide the stature to enable the necessary central authority to deal effectively with the departments concerned. Also, we believe that an office working as a close adjunct to the White House could be of vital importance in times of national emergency." This reference will provide a basis for your recommendation.
2. Page 2, last incomplete paragraph headed "Current organization for communications policymaking:" - change to read:

"The Director of Telecommunications Management (DTM), a position held by one of the Assistant Directors of the Office of Emergency Preparedness, is now charged by executive orders and Presidential memorandum to act for the President or under his authority and control in the discharge of his telecommunication responsibilities under the Communications Act of 1934 and the Communications Satellite Act and, in a war emergency, certain of his wartime powers over national telecommunications; and with responsibility

for policy direction of the development and operation of the National Communications System (NCS). In this capacity, the DTM serves as a Special Assistant to the President for Telecommunications.

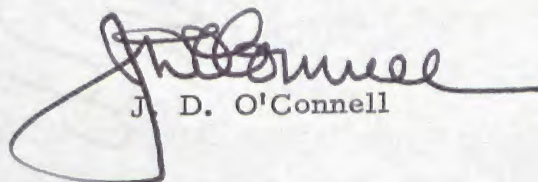
"The history of the DTM organization reveals that efforts to establish policy and effective electromagnetic spectrum management have been outstandingly successful. However, similar efforts with respect to highly controversial issues such as merger of U.S. international carriers and the U.S. position on communication satellites, have not been successful. This situation results from a number of factors such as organizational location, insufficient staff and other resources, and fragmentation of policy authority among half a dozen agencies with no one having over-all responsibility. Regardless of the assigned responsibilities, the credibility of the DTM is questioned on the larger issues by agencies with operating responsibilities."

3. Page 4, last para "Alternatives" -- strike the period and add, "with the essential research and engineering support." Otherwise the statement and recommended arrangement appear to be contradictory.

Recommendation

4. Page 1 - The responsibilities listed are not sufficiently inclusive. Inasmuch as considerable thought will have to be given to prepare a proper statement of functions and to remove conflicts and duplications from other authorities, I suggest that there be included a statement that delineation of responsibilities will be developed further during the preparation of the implementing document(s).
5. Page 1, last para, line 1 - delete "and Analysis" and line 5, change "TRAC" to "TRC" and wherever appearing and line 7, strike "s" from "Telecommunications".
6. Page 2, first function - delete since OEP/DTM have developed a National Electromagnetic Compatibility Analysis Facility (NECAF) concept which is more responsive to the need, more feasible of attainment in a timely manner and more economical of manpower and dollars than inclusion within a TRC.

7. Page 2, after TRC functions add, "TRC, in discharging the two functions, would comply with policies, requirements and priorities set by the DTM. Otherwise there is a danger that TRC will engage in "ivory tower" pure research and not be responsive to current pressing needs.
8. Page 2, 2d full para, line 2 -- change "study" to "NSSM".
9. Page 2, Implementation A - Can this be done by executive order or is a Reorganization Plan required?
10. Page 2, Implementation A, line 3 - add ", OEP," after "Assistant Director.
11. Page 3, "C. Subsequent Action" - Suggest that this be omitted from the implementing action and treated inhouse. It is premature to announce now and tie the President's hands.
In any case, in line 6, change "consolidated" to "considered."


J. D. O'Connell

Thursday 7/31/69

3:50 Dr. Dan C. Ross has just opened up his own office -- the Ross Telecommunications Engineering Corporation -- and would like an appointment to meet with you in the next few days.

298-7476

His secretary was unable to say what in particular he wanted to discuss.

~~Have him call & talk to Will~~
first

Will - pre call & talk to him. I will see him if we have any business with him. - No need at present. He is searching in his thoughts in writing Wall.

*Phone
message*

Thursday 7/31/69

3:50 Dr. Dan C. Ross has just opened up his own office -- the Ross Telecommunications Engineering Corporation -- and would like an appointment to meet with you in the next few days.

298-7476

His secretary was unable to say what in particular he wanted to discuss.

THE WHITE HOUSE
WASHINGTON

Don Ross -
Just setting up new firm.
IBM for 16 yrs, last 10 yrs
concerned with adv. develop.
of telecommunication, hopes
to get into system architects.
Work with DTM, FAA, FCC
hoped for. Consultant to
Rostow Committee (Subcom
under Col Sasser.) Questions
of potential interference
between AT&T + Satellite.

Will send in some background
material + agreeable to
getting together at some
future time. Just wanted to
meet CTW + discuss his interest.

July 31, 1969

Tom Whitehead met with Sanford Jaffe in New York at the Ford Foundation. He was given papers re Communications, et al., which have been filed in the folder marked "Telecommunications Meetings -- Ford Foundation".

Wednesday 7/30/69

6:00 I gave Gabel and Hinchman a set of the staff papers
the Clearinghouse published.

They said Jon Rose mentioned that he would like a
set of the staff papers and asked if they could give
him one of ours. Is it O.K. with you?

I will send the remainder to Dr. Lyons.

Tom will talk to you.

July 30, 1969

Dear Mr. Gubser:

I am writing to add to Mr. Timmons' response to your inquiry of July 17, asking for specific information on "National Communication Policy Pertaining to Special Service Common Carrier Links to Tie Computers Together."

On November 10, 1966, the Federal Communications Commission issued a Notice of Inquiry in the matter of "Regulatory and Policy Problems Presented by the Interdependence of Computers and Communications Services and Facilities." This and all other documents related thereto are filed at the FCC as Docket No. 16979. It is not a part of the Rostow report, which is available from the Government Printing Office as Mr. Timmons mentioned.

Numerous industries (Bell System, IBM, ITT, Electronic Industries, etc.) submitted responses to the FCC on this docket, as did government departments and agencies having an interest. Recently, the FCC contracted with the Stanford Research Institute for a study in depth of this problem. The seven-volume report (SRI Project 7379B) contains in Volume 4 a digest of the various proposals submitted in response to the Notice of Inquiry.

Should you need detailed information concerning this, I

suggest your office contact the Common Carrier Bureau
of the FCC.

Sincerely,

Clay T. Whitehead
Staff Assistant

Honorable Charles S. Gubser
House of Representatives
Washington, D. C. 20515

C T Whitehead:rm

cc: Mr. Timmons
Mr. Flanigan
Mr. Whitehead ✓
Central Files

THE WHITE HOUSE
WASHINGTON

Lyons :
Does cited document
exist ?
If so please prepare
draft letter for Gubner.

T

NATIONAL SECURITY COUNCIL

For Mr Whitehead
from
Charles Joyce.

FYI

July 19, 1969

Dear Mr. Gubser:

Thank you for your letter of July 17 concerning a Presidential Task Force on Communication Policy. As you know, the Johnson Commission report was released in May and can be obtained through the Government Printing Office.

The White House is currently studying this report and no action is contemplated at this time. I am making your interest known to the appropriate office here.

Sincerely,

William E. Timmons
Deputy Assistant to
the President

Honorable Charles S. Gubser
House of Representatives
Washington, D.C. 20515

bcc: Mr. C. T. Whitehead

WET:EF:cmf

UNITED STATES GOVERNMENT

Memorandum

TO : Dr. C. T. Whitehead

DATE: 29 July 1969

FROM : IOP/PA - William N. Lyons *L*

SUBJECT: Requested draft reply to Congressman Gubser's letter

Attached: Proposed draft

Surely the Congressman is inquiring about FCC Docket No. 16979.

Congress of the United States
House of Representatives
Washington, D.C. 20515

July 17, 1969

Mr. William E. Timmons
Deputy Assistant to the President
for Congressional Relations
The White House
Washington, D. C.

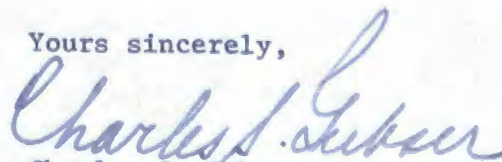
Dear Mr. Timmons:

During the 90th Congress there was a Presidential Task Force on Communication Policy which concerned itself with possible reorganization of the Federal Communications Commission. My purpose in writing is to determine what the status of the Task Force study is, whether the matter is being dropped, or possibly will again be picked up by President Nixon.

"National Communication Policy Pertaining to Special Service Common Carrier Links to Tie Computers Together" is of special concern and possibly you can obtain some specific information on this particular item.

Thanking you for your assistance and looking forward to your reply, I am

Yours sincerely,



Charles S. Gubser
Member of Congress

CSG:tm

PROPOSED DRAFT

Dear Mr. Gubser:

am writing to add
I ~~write further~~ to Mr. Timmons' response to your inquiry of July 17, 1969, asking for specific information on "National Communication Policy Pertaining to Special Service Common Carrier Links to Tie Computers Together."

On November 10, 1966, the Federal Communications Commission issued a Notice of Inquiry in the matter of "Regulatory and Policy Problems Presented by the Interdependence of Computers and Communications Services and Facilities." This and all other documents related thereto are filed at the FCC as Docket No. 16979. *It is not a part of the Rostow report, which is available from the Government Printing Office as Mr. Timmons*
~~Subsequently~~, numerous industries (Bell System, IBM, ITT, Electronic Industries, etc.) submitted responses, ~~as did~~ *to the FCC on this docket* government departments and agencies having an interest. Recently, the FCC contracted with the Stanford Research Institute for a study in depth of this problem. The seven-volume report (SRI Project 7379B) contains in Volume 4 a digest of the various proposals submitted in response to the Notice of Inquiry.

Should you need detailed information concerning this, I suggest your office contact the Common Carrier Bureau of the FCC.

Sincerely,

Honorable Charles S. Gubser
House of Representatives
Washington, D. C. 20515

CTW
~~CTW~~
cc Mr. Timmons
Mr. Flanigan
Mr. Whitehead
Central Files
CTW

7/30/69

RECOMMENDATION

A Federal Communications Administration would be established in the Department of Commerce. This Administration would be expected to grow into the primary executive branch agency for policy planning and formulation of recommendations for both national communications policy and Federal telecommunications procurement. The functions of the FCA would include:

- economic, technical and systems analyses of communications policies and opportunities;
- assume an advocacy role before the FCC and provide specific recommendations on policy issues through the President to the Congress, to include specific recommendations on spectrum for non-Government uses;
- management and allocation of government spectrum use, to include development of improved spectrum management techniques;
- provide guidance, information and coordination to Federal, State and local government agencies in telecommunications planning and procurement;
- eventually assume responsibility for procurement of Federal administrative telecommunications services and/or systems, to exclude national security command and control systems and subject to the emergency preparedness requirements of the OEP.

The FCA would incorporate the current research programs of the Institute for Telecommunications Sciences, the frequency management activities of the DTM, including the Interdepartmental Radio Advisory Committee. IRAC would be transferred to Commerce as a body, including the multiple representation of DOD through each of the three Services. The IRAC would be expected to develop a national electromagnetic compatibility analysis facility and the requisite policy analysis capabilities. Each Federal

7/30/69

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The FCA would incorporate the current research programs of the Institute for Telecommunications Sciences, the frequency management activities of the DTM, including the Interdepartmental Radio Advisory Committee. IRAC would be transferred to Commerce as a body, including the multiple representation of DOD through each of the three Services. The IRAC would be expected to develop a national electromagnetic compatibility analysis facility and the requisite policy analysis capabilities. Each Federal

agency would be responsible for design, procurement and operation of specialized telecommunications system unique to agency missions, subject only to compatibility standards of the FCA and the requirements of the OEP.

The Director of OEP should be directly assigned all responsibilities for emergency communications requirements and preparedness. With responsibility over government spectrum removed from OEP, the roles of DTM and SAPT would be eliminated. OEP should continue to have an Assistant Director for Telecommunications who would be responsible for specification of emergency capacity requirements, priority override features, and survivability capabilities for government telecommunications.

A NSSM should be issued as soon as the new Assistant Director is found for OEP. This directive should define appropriate NSC machinery for dealing with national security and emergency telecommunications issues and should provide general guidance to OEP on emergency communications requirements and policies.

IMPLEMENTATION

This recommendation could be implemented within a reasonably short time through the following actions:

A. By Executive Order

- Transfer to Commerce the telecommunications analysis, policy coordination and spectrum management functions now delegated to the DTM, along with supporting funds;
- Transfer directly to the OEP those responsibilities and functions of the DTM/SAPT relating to preparedness for national emergency telecommunications.
- Strengthen NSC-OEP responsibilities and machinery for national security and emergency telecommunications issues.

B. By Secretarial Order

- Establish a Federal Communications Administration reporting directly to the Secretary of Commerce that would incorporate responsibility for management of government spectrum, the research activities in ESSA and NBS, the nucleus of a policy analysis and economic research operation, and a group to plan for eventual responsibilities for Federal administrative telecommunications.

C. Subsequent Action

- at an appropriate time, transfer to FCA by Executive Order the Federal Administrative telecommunications systems.

Implementation of this recommendation is conditioned on acceptance by the Department of Defense of the transfer of IRAC from DTM to Commerce. If DOD is unwilling to accept the organizational change, it will be necessary to strengthen the DTM as the strong central focal point for Administration policy formulation in telecommunication matters. Present authority of the DTM would be clarified, its staff resources increased somewhat, and greater reliance placed upon Commerce for research and analytic capabilities. The DTM should be raised to executive pay level IV.

Under this role the responsibilities for basic research, detailed analysis and operations would be performed within a Telecommunications Research and Analysis Center to be established in the Department of Commerce and reporting to the Assistant Secretary for Science and Technology. TRAC would be responsible for both technical and economic analysis and research undertaken within the policy guidelines established by the DTM. The TRAC would incorporate the current research program of the Institute for Telecommunications

Sciences, other appropriate elements of Commerce activities in telecommunications, and a materially strengthened analytic capability. Its functions would include:

- establishment and operation of a national electromagnetic compatibility analysis facility;
- research and analysis of improved spectrum utilization techniques to support the DTM in government spectrum management and in making recommendations to the FCC on non-government spectrum management policies;
- continuation of basic telecommunications science research and provision of services to other government agencies and industry;
- eventually assume responsibility for procurement of Federal administrative telecommunications services and/or systems, to exclude national security command and control systems, and subject to the emergency preparedness requirement of the OEP.

IMPLEMENTATION

This recommendation could be implemented almost immediately through the following actions:

A. By Executive Order

- Clarify and strengthen DTM authority by eliminating conflicting Executive Orders and Presidential memoranda. The DTM should be established as a separate office within OEP, eliminating the positions of Assistant Director and Special Assistant to the President for Telecommunications. The DTM should be raised to Level IV and should report to the President for all matters except emergency preparedness requirements, for which he would support the Director of OEP.
- the authority and responsibility of the Department of Commerce would be clarified.

B. By Secretarial Order

- Establish Telecommunications Research and Analysis Center under the Assistant Secretary of Commerce for Science and Technology.

Wednesday 7/30/69

2:30 Mr. Meagher, Assistant General Counsel for Transportation at the Post Office Department, called to say that he understood that you had sent a communication to the FCC on FCC Docket 16495 - domestic satellites.

Mr. Gabel was in the office and he talked to Mr. Meagher in your absence.

Mr. Gabel asked me to send a copy of the memo to Hyde to Mr. Meagher and asked that I give you the following message:

Mr. Meagher is concerned with any new direction the FCC investigation into domestic satellite service may take. He feels that the implementation of the GE proposal would result in a loss of half the Class 1 revenues of Post Office. This is important because of a pending proposal to create a quasi-private Post Office instrumentality in the near future. He is sending two copies of his filing with the FCC and we are sending him a copy of the memo to Chairman Hyde.

Copy for Mr. Whitehead

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF TELECOMMUNICATIONS MANAGEMENT
WASHINGTON, D.C. 20504

OFFICE OF THE DIRECTOR

July 30, 1969

MEMORANDUM FOR THE DIRECTOR:

In accordance with our current procedure, I am pleased to transmit this report of the significant activities of this office for the period ending July 29, 1969.

J. D. O'Connell
for
J. D. O'Connell

Encl.

July 29, 1969

WEEKLY ACTIVITY REPORT NO. 76

FREQUENCY MANAGEMENT

*1. National Electromagnetic Compatibility Analysis Facility (NECAF)

On July 24, OTM and OEP personnel briefed a representative of the Office of Science & Technology on the proposed establishment of a National Electromagnetic Compatibility Analysis Facility. He indicated that no difficulty was foreseen in obtaining the support of Dr. DuBridge on this matter. Further consideration by both BoB and OST will be given to the details of the NECAF proposal, with particular emphasis on possible alternatives as to its location within the Federal Government. However, there appears to be complete agreement that such an activity, wherever located, should be responsive to direction and policy guidance from the DTM.

2. Economic and Social Values of the Spectrum

On July 24, discussions took place with Dr. Raymond Wilmotte as to how the economic and social values of the radio frequency spectrum might be defined. Dr. Wilmotte is an outstanding authority in the field of engineering and is particularly well known for his extrapolation of engineering applications to the missions and functions of society.

3. Contractor Progress

On July 25, OTM personnel met with representatives of the Illinois Institute of Technology Research Institute (IITRI) to consider the final draft of their report under OEP contract on the subject "Spectrum Usage Report Program".

4. National Academy of Engineering

On July 28, DTM and staff members participated in a meeting of the Committee on Telecommunications, National Academy of Engineering. Items treated at the meeting included -- (a) briefing on the NECAF by OTM; (b) review of two final draft reports to the OTM, one on spectrum value and the other on contributions which telecommunications can make to urban communications. It is expected that these reports will be available to the office in final form by the contract target date of August 31.

* 5. Congressional Testimony

On July 29, the DTM and staff members participated in a Hearing before the House Committee on Small Business which is investigating the shortage of radio frequencies for the land mobile services in the civil sector. In addition to the DTM, the Assistant Secretary of Commerce for Science and Technology and the Assistant Secretary of Transportation for Research and Technology were participants.

SATELLITE COMMUNICATIONS

- * On July 23, the DTM and members of his staff briefed Mr. Clay T. Whitehead and members of his staff at the White House. The briefing consisted of a review of communications satellite technology and the progress achieved to date plus a description of future COMSAT and Government plans in this area and a forecast of future technology, systems and applications.

FEDERAL-STATE TELECOMMUNICATIONS

* 1. Telecommunications for Urban Planning

On July 22, the DTM, accompanied by officials of the telecommunications industry, conferred with the Assistant Secretary for Research and Technology, Department of Housing and Urban Development to explore the feasibility of a study of telecommunications in support of urban affairs. As a result of this meeting, the DTM left with the Assistant Secretary a proposal by the National Academy of Engineering to conduct such a study.

TELECOMMUNICATIONS EMERGENCY PREPAREDNESS

* 1. An Executive Telecommunications System

Under the sponsorship of the Emergency Operations Office of OEP, OTM representatives participated in a meeting with OEP officials and representatives of the American Telephone and Telegraph Company to determine the best means of providing better telecommunications between the White House and the State Governors. Four options were reviewed: two methods using the commercial common carrier systems; one system using the FTS network; and one using the AUTOVON system.

It was tentatively agreed that a dedicated system using the facilities and services of the AUTOVON system would probably be the most appropriate way of meeting the requirements. Steps are now underway to define further how this should be accomplished.

2. Dissemination of Warning Information

At the request of the Director, OEP, the DTM is now developing recommendations for the conduct of a four month study of the dissemination of natural disaster and civil defense warning. This study will seek to answer certain specific questions posed by the Director, OEP, for the use of an ad hoc working group composed of representatives of various departments and agencies which now have responsibility for the provision of such information as well as agencies which have a capability of disseminating such information.

* Items considered of special interest to the Director, OEP

Tuesday 7/29/69

11:00 Note for the file - - -

Martin Hoffman (University Computing Company of Dallas)
talked with Tom at the suggestion of Dick Burress.

Mr. Whitehead will see him at 1:30 Wednesday (7/30).

mtg
7/30
1:30



UNIVERSITY COMPUTING COMPANY

executive offices:
1300 Frito-Lay Tower
Dallas, Texas 75235
214 / 350-1211

*Met with
TWT
Kriegsmann
7/30/69*

August 5, 1969

Mr. Clay T. Whitehead
The White House
Washington, D. C.

Dear Tom:

You were very kind to chat with me last Wednesday, particularly on such short notice. I was very glad to have the chance to meet you, and it was a most pleasant surprise to have a chance to see Will again.

I will be in touch with you shortly in regard to the communications satellite matter. I hope that we can generate some material and present a viewpoint that would be of assistance to you.

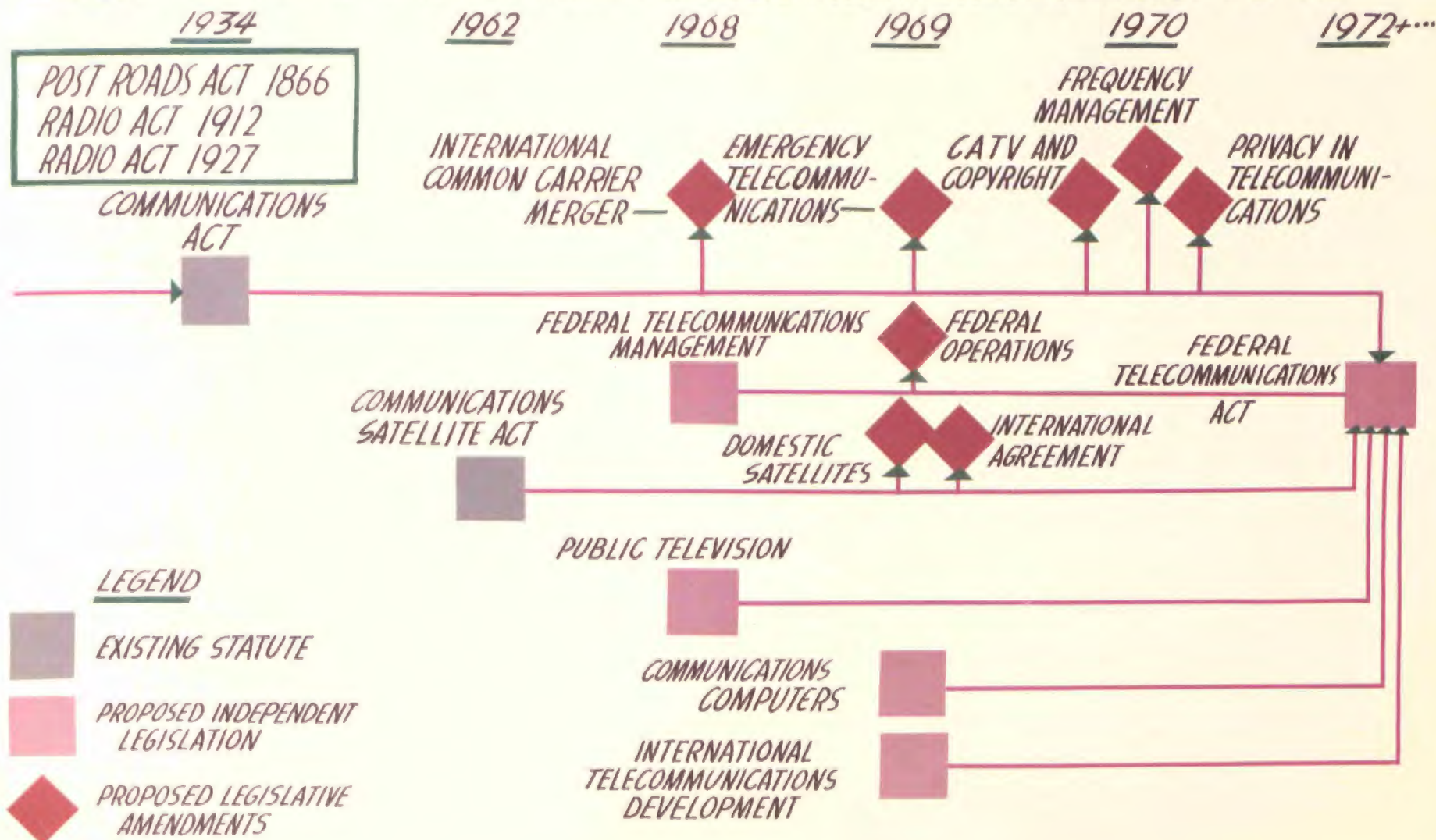
Sincerely yours,

UNIVERSITY COMPUTING COMPANY

M. Hoffmann
Martin R. Hoffmann
Assistant General Counsel

MRH:dk

LEGISLATIVE OUTLOOK in TELECOMMUNICATIONS, 1968-72+...



Tuesday 7/29/69

2:35 Dr. Lyons said he had just received a copy
of a memo General O'Connell sent to

Kissinger
DuBridge
NASA
NASC
OASD
Justice
FCC
GSA
FAA

(Members of the Panel 1 Ad Hoc Intra-Governmental
Communications Satellite Policy Coordination
Committee)

Re meeting to discuss 10 problems.

Copy which had come to Shakespeare has been
routed to him for reply.

Dick Gabel talked to him.

UNITED STATES GOVERNMENT

Memorandum

TO : Dr. C. T. Whitehead

DATE: 30 July 1969

FROM : IOP/FA - William N. Lyons *L*

SUBJECT: Attached

As requested

N.B. Eva - I may well have to sit in review on any Agency reply that is made to this, so either Xerox it or send it back when CTW is finished.

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF TELECOMMUNICATIONS MANAGEMENT
WASHINGTON, D.C. 20504

OFFICE OF THE DIRECTOR

TOP/P
IBS has action to be cleared by TOP. per BMW 7/1/69

July 22, 1969

Memorandum for: Members, Panel 1
Ad Hoc IntraGovernmental Communications
Satellite Policy Coordination Committee

This Office is concerned about views, voiced recently in Congressional hearings on the gaps that are reputed to exist in U. S. policy on direct broadcasting. Consider, for example, the following quotations from Hearings of the House Subcommittee on National Security and Scientific Developments, May 13-22, 1969, Clement J. Zablocki, Chairman:

From the "Analysis & Findings," page 3R:

"Although the United States has much at stake in the international political decisions which soon may be made regarding satellite broadcasting, the subcommittee found an appalling lack of Government policy.

"To date, U. S. policymakers have chosen to temporize on the issues involved in satellite broadcasting. Emphasis has been placed on the far-off nature of the technology. When problems have arisen they have been handled on a case-by-case basis."

"The lack of policy guidelines was nowhere more clear than in the arrangement made between the United States Government and the Government of India to allow the latter to use an ATS-F satellite, scheduled for launching in 1972, as the basis of an instructional television system..."

From page 33, Mr. Zablocki:

"I am wondering why India was selected, over an area of our own country. Alaska would be more in NASA's area and would not bring the international aspect into the NASA operations."

"Let me restate the question."

"According to my knowledge, there is no well-defined U. S. Government space broadcasting policy. Nothing is very clear, even during the hearings here today, as to the policy of the United States in the area of satellite broadcasting..."

From page 118

Mr. Zablocki: "Mr. Secretary (Mr. De Palma, State Department) in what areas do you think further study in depth must be undertaken by the State Department, or as Mr. Marks has suggested, by an interdepartmental task force, before we can arrive at some U. S. policy, and have some instructions for the U. S. delegation at the U. N. meeting in July?"

"After all, it is just a little over two months before the meeting will be held. If there is an absence of policy, a policy vacuum, how effective will our delegation be at the ITU? That is the question that comes to my mind."

Additional examples, in the same vein could be cited from these hearings.

It is clear that there is need for development and dissemination of comprehensive U. S. policy regarding satellite broadcasting. Some of the elements of such a policy have already been established by the action of government agencies. How can the policy gaps be closed and how should these policies be promulgated?

First, it should be noted that this Office has, among other things, responsibility to "...advise and assist the President in connection with ...provisions of (the Satellite) Act" and to "...Coordinate the activities of governmental agencies...so as to insure...compliance...with policies set forth in the Act..." (E. O. 11191). Other responsibilities are set forth in E. O. 10995.

We would like to offer our good offices to develop answers to the questions cited above. Panel 1 of the Ad Hoc IntraGovernmental Communications Satellite Policy Coordination Committee appears to be a good forum in which to discuss these questions. Therefore, we

propose that this Panel be reconvened for the purpose of arriving at a consensus on what U. S. policy should be regarding broadcasting satellites.


We would welcome your agreement to a panel meeting on these questions. I would suggest initially that we address the following questions and issues:

1. What priority should be attached to the various satellite broadcasting services in comparison with the other needs of developed and developing nations?
2. How does satellite broadcasting rank in comparison with alternate means of supplying these services in other countries both in an economic sense and in terms of its effectiveness?
3. What is the priority or ranking of various regions or countries for initial broadcast satellite systems?
4. What changes in the Communications Satellite Act of 1962 might be necessary or desirable to permit or encourage these systems?
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8. Should aid be given to countries desiring such systems? How would such aid be provided?
9. What is the technological state-of-the-art for "community" and "direct" broadcast systems?

10. What additional questions should be considered by Panel 1 in the hope of arriving at elements of an agreed U. S. policy on broadcast satellites?

An early meeting appears most desirable. An initial response to question 10 above would also be welcome.

In cases where previous Panel 1 members have left their respective agencies, this memorandum is being directed to the head of those agencies with a request that it be directed to an appropriate staff member.


J. D. O'Connell

Distribution:

OST - Dr. Lee A. DuBridge
NSC - Dr. Henry A. Kissinger
USIA - Mr. Frank J. Shakespeare
NASA - Dr. Willis Shapley
NASC - Mr. Roman V. Mrozinski
State - Mr. Frank E. Loy
OASD - General Harold Grant
Justice - Mr. Don Baker
FCC - Mr. Bernard Strassburg
GSA - Mr. Marvin H. Morse
FAA - Mr. John H. Shaffer

UN-french
our documents
under review
INTLISAT
looked over
Jagoe

Tuesday 7/29/69

2:35 Dr. Lyons said he had just received a copy
of a memo General O'Connell sent to

Kissinger
DuBridge
NASA
NASC
OASD
Justice
FCC
GSA
FAA

(Members of the Panel 1 Ad Hoc Intra-Governmental
Communications Satellite Policy Coordination
Committee)

Re meeting to discuss 10 problems.

Copy which had come to Shakespeare has been
routed to him for reply.

Dick Gabel talked to him.

Telecom

Friday 7/25/69

5:35 Per Mr. Whitehead's request, called Chairman Hyde (at home) and told him that "we have authorized our Press Office to give out copies of our letter to them on the domestic satellite study. It would ease things a lot if they would also make it available to the press."

Mr. Hyde then talked with Tom.

*Federal
Communications
Org.*

PROPOSAL FOR TELECOMMUNICATIONS POLICY COORDINATION
AND IMPROVED ADMINISTRATION OF THE ELECTROSPACE
FOR THE FEDERAL AGENCIES

1. Introduction

Responsibilities of a new executive telecommunications authority would presumably include:

--Policy; e.g., policies and programs of the Executive Branch affecting domestic and international telecommunications; responsibilities of the Executive under the Communications Act and the Communications Satellite Act; liaison with and representations to the Federal Communications Commission on policy issues; federal-state activities; national allocations of the electrospace in cooperation with the Federal Communications Commission; and, with the Department of State, international coordination of telecommunications matters.

--Telecommunications Management for Federal Departments and Agencies; allocation, assignment and regulation of Federal use of the electrospace; guidance and coordination of Government systems development, standards, and procurement criteria; interagency and federal-state telecommunications coordination.

--Research and Engineering; studies of electromagnetic waves and information transmission needed for efficient utilization of the electrospace resource; economic and technical analyses

to provide a basis, in part, for telecommunications policy and allocations; provide technical assistance to government agencies.

Until such a new scope of telecommunications responsibilities is clarified and assigned, it would be premature to attempt to describe detailed procedures or structure. The purpose of this document, rather, is to propose in general terms the Commerce Department's approach towards (a) providing adequate interagency participation in policy development, and (b) assuring continuity and improvement of processes for administration of Federal agency uses of the electrospace.

Questions of policy management and research would be dealt with by a new agency within the Department of Commerce, the Federal Electrospace Administration.

2. Telecommunications Policy

For a long time there has existed no continuing broadly based, interagency body to develop telecommunications policy for the Executive Branch. The Telecommunications Coordinating Committee of the Department of State has not functioned for years; the Director of Telecommunications Management has established ad hoc groups for certain issues.

We propose early establishment by the Secretary or the President of a permanent Telecommunications Policy Advisory Committee (TPAC) to be chaired by the senior Department official responsible for telecommunications at the Assistant Secretary level. Examples of major policy issues which should be considered by such a committee include: satellite communications; many international aspects of telecommunications; federal-state relationships; effects of new technology; federal procurement policies and telecommunication programs; policy problems of overall efficient allocation and utilization of the "electrospace".

The Department of Commerce would represent the coordinated Executive Branch position on major telecommunications policy issues before the Federal Communications Commission.

3. Electrospace Administration for Federal Agency Telecommunications

3.1 Interdepartment Radio Advisory Committee (IRAC)

The present system for allocation and management of frequency utilization for Federal Agencies uses the long established Interdepartment Radio Advisory Committee (IRAC), which reports to the Director of Telecommunications Management.

While the IRAC serves as the coordinating body for Executive Branch allocations policy, much of the IRAC's activity concerns the day-to-day assignment of frequencies to government radio stations, done principally by the Frequency Assignment Subcommittee (FAS). Considerable time is routinely required to coordinate and complete an assignment action; the FAS must consider up to several thousand such items on the agenda of its regularly scheduled monthly meeting which normally requires several days. Many hours are spent in advance by IRAC members coordinating radio frequency requirements in preparation for these meetings.

It is proposed that IRAC should be retained with increased focus on broader aspects of electrospacemanagement, including coordinated planning and projection of future agency electrospacemanagement requirements, study of specific electrospacemanagement issues, and formulation of recommendations for policy consideration by TPAC.

For the day-to-day electrospacemanagement assignment process, it is proposed to form a small central Electrospacemanagement Assignment Engineering staff within DoC. This staff, working directly with agency representatives, would emphasize effective use of advanced computer systems for receiving applications and providing rapid, efficient processing of electrospacemanagement assignments for specific agency requirements. A central computer would contain detailed data on existing assignments and uses,

and would be capable of computation of propagation and other engineering factors to provide effective assignments for new uses, compatible with allocations constraints and existing assignments. Direct access to the computer and the assignment process would probably be provided from data consoles at each of the agencies. Particularly concerning Department of Defense uses, the data of the Electromagnetic Compatibility Analysis Center (ECAC) would be accessed in such an overall system, and the kinds of technical data files maintained by ECAC would be extended as appropriate to other uses of the electrospace.

All agencies would be kept informed of electrospace assignment actions and would have an opportunity to object if problems arose. The IRAC would now have oversight responsibility for this process, rather than day-to-day processing responsibility--one or more of the IRAC subcommittees might be especially involved.

While the coordination and advisory role of IRAC is a necessary one, it is by itself insufficient to assure maximum overall efficiency of use of the electrospace by the Government. The new telecommunications authority will need to develop a substantial program to obtain accurate information and measures

on actual usage, an adequate knowledge of agency mission requirements for electrospace, possible alternatives, and the relevant economic factors.

3.2 Review of Decisions within the Federal Electrospace Administration.

In the event that a using agency should dissent from a decision regarding an electrospace assignment by the FEA Engineering staff; the decision would be reviewed by the FEA's principal officer, with the advice of IRAC, or if desired, by the user agency, or the officer, with TPAC's advice.

Of course, if the matter affects national security, it is anticipated that an appeal would be made to the OEP.

Reason for strong "DTM" in Ex-OH.

THE WHITE HOUSE
WASHINGTON

Strong US repr.
in intl neg. over
spectrum, orbit, etc.

RECOMMENDATION

A Federal Communications Administration would be established in the Department of Commerce. This Administration would be expected to grow into the primary executive branch agency for policy planning and formulation of recommendations for both national communications policy and Federal telecommunications procurement. The functions of the FCA would include:

- economic, technical and systems analyses of communications policies and opportunities;
- assume an advocacy role before the FCC and provide specific recommendations on policy issues through the President to the Congress, to include specific recommendations on spectrum for non-Government uses;
- management and allocation of government spectrum use, to include development of improved spectrum management techniques;
- provide guidance, information and coordination to Federal, State and local government agencies in telecommunications planning and procurement;
- eventually assume responsibility for procurement of Federal administrative telecommunications services and/or systems, to exclude national security command and control systems and subject to the emergency preparedness requirements of the OEP.

The FCA would incorporate the current research programs of the Institute for Telecommunications Sciences, the frequency management activities of the DTM, including the Interdepartmental Radio Advisory Committee. IRAC would be transferred to Commerce as a body, including the multiple representation of DOD through each of the three Services. The IRAC would be expected to develop a national electromagnetic compatibility analysis facility and the requisite policy analysis capabilities. Each Federal

agency would be responsible for design, procurement and operation of specialized telecommunications system unique to agency missions, subject only to compatability standards of the FCA and the requirements of the OEP.

The Director of OEP should be directly assigned all responsibilities for emergency communications requirements and preparedness. With responsibility over government spectrum removed from OEP, the roles of DTM and SAPT would be eliminated. OEP should continue to have an Assistant Director for Telecommunications who would be responsible for specification of emergency capacity requirements, priority override features, and survivability capabilities for government telecommunications.

A NSSM should be issued as soon as the new Assistant Director is found for OEP. This directive should define appropriate NSC machinery for dealing with national security and emergency telecommunications issues and should provide general guidance to OEP on emergency communications requirements and policies.

IMPLEMENTATION

This recommendation could be implemented within a reasonably short time through the following actions:

A. By Executive Order

- Transfer to Commerce the telecommunications analysis, policy coordination and spectrum management functions now delegated to the DTM, along with supporting funds;
- Transfer directly to the OEP those responsibilities and functions of the DTM/SAPT relating to preparedness for national emergency telecommunications.
- Strengthen NSC-OEP responsibilities and machinery for national security and emergency telecommunications issues.

B. By Secretarial Order

- Establish a Federal Communications Administration reporting directly to the Secretary of Commerce that would incorporate responsibility for management of government spectrum, the research activities in ESSA and NBS, the nucleus of a policy analysis and economic research operation, and a group to plan for eventual responsibilities for Federal administrative telecommunications.

C. Subsequent Action

- at an appropriate time, transfer to FCA by Executive Order the Federal Administrative telecommunications systems.

Implementation of this recommendation is conditioned on acceptance by the Department of Defense of the transfer of IRAC from DTM to Commerce. If DOD is unwilling to accept the organizational change, it will be necessary to strengthen the DTM as the strong central focal point for Administration policy formulation in telecommunication matters. Present authority of the DTM would be clarified, its staff resources increased somewhat, and greater reliance placed upon Commerce for research and analytic capabilities. The DTM should be raised to executive pay level IV.

Under this role the responsibilities for basic research, detailed analysis and operations would be performed within a Telecommunications Research and Analysis Center to be established in the Department of Commerce and reporting to the Assistant Secretary for Science and Technology. TRAC would be responsible for both technical and economic analysis and research undertaken within the policy guidelines established by the DTM. The TRAC would incorporate the current research program of the Institute for Telecommunications

Sciences, other appropriate elements of Commerce activities in telecommunications, and a materially strengthened analytic capability. Its functions would include:

- establishment and operation of a national electromagnetic compatibility analysis facility;
- research and analysis of improved spectrum utilization techniques to support the DTM in government spectrum management and in making recommendations to the FCC on non-government spectrum management policies;
- continuation of basic telecommunications science research and provision of services to other government agencies and industry;
- eventually assume responsibility for procurement of Federal administrative telecommunications services and/or systems, to exclude national security command and control systems, and subject to the emergency preparedness requirement of the OEP.

IMPLEMENTATION

This recommendation could be implemented almost immediately through the following actions:

A. By Executive Order

- Clarify and strengthen DTM authority by eliminating conflicting Executive Orders and Presidential memoranda. The DTM should be established as a separate office within OEP, eliminating the positions of Assistant Director and Special Assistant to the President for Telecommunications. The DTM should be raised to Level IV and should report to the President for all matters except emergency preparedness requirements, for which he would support the Director of OEP.
- the authority and responsibility of the Department of Commerce would be clarified.

B. By Secretarial Order

- Establish Telecommunications Research and Analysis Center under the Assistant Secretary of Commerce for Science and Technology.

THE WHITE HOUSE
WASHINGTON

July 23, 1969

MEMORANDUM FOR

Dr. Lee A. DuBridge
Mr. Robert Mayo
General George Lincoln
General James O'Connell
Dr. Paul McCracken
Dr. Henry A. Kissinger

Attached is a draft memorandum for the President regarding organization in the Executive Branch for Telecommunications Policy and Management. Can we have your comments by Wednesday, July 30th.

It is important to reach a decision on this matter as soon as possible in view of the need to recruit a new Director of Telecommunications Management.

Clay T. Whitehead
Staff Assistant

Attachment

THE WHITE HOUSE

WASHINGTON

July 1969

MEMORANDUM FOR THE PRESIDENT

There are a number of important problems with respect to Federal telecommunications policies that suggest reorganization or at least revision of our policy machinery:

1. The communications industry is heavily regulated by the FCC and is heavily affected by the communications activities of Federal agencies. However, neither the FCC nor the executive branch have a significant capability for systematic analysis of telecommunications policies and opportunities, their impact, their effectiveness, or their costs. The cooperation between the FCC and various parts of the executive branch appears to consist largely of gentlemen's compromises among competing interests and philosophies. The increasingly rapid rate of technological change and introduction of new services makes policy-by-precedent increasingly less relevant, more restrictive, or counterproductive.

2. The so-called National Communications System remains a loose confederation of agency systems. In spite of the highly desirable interconnection capabilities that have been developed over the last few years, there has not been adequate specification of emergency capabilities, hardness, and priority override features necessary to permit informed decisions about the adequacy, performance, and cost of the system. No one seems to know whether a "unified" NCS is desirable, what it means, would cost, or would accomplish.

3. The extremely rapid rate at which communications are growing in the United States has brought about increasing conflicts over the use of various parts of the frequency spectrum and the beginnings of a spectrum shortage crisis.

Federal organization weaknesses:

Since World War II, there have been a number of studies of Federal communications organization and a number of reorganizations and shifts of responsibilities within the executive branch. None has

proved particularly satisfactory, and, indeed, there does not seem to be any neat solution to this problem. The lack of a good solution apparently is due in part to the quasi-independence of the FCC from the executive branch and in part to the conflicting requirements of Executive Office telecommunications coordination and individual / agency mission responsibilities.

The study of the Federal Government communications organization completed in December 1968 by the Bureau of the Budget provides a good statement of the shortcomings of our current organization. The Bureau of the Budget reported a need for:

- (1) a strengthened organization for policy planning, formulation and direction of Federal communications activities.
- (2) a reorganized and strengthened National Communications System (NCS) within the Department of Defense.
- (3) an improved procurement and technical assistance effort in communications on behalf of those Federal agencies which do not now have adequate resources in this field.
- (4) unified frequency spectrum management process.
- (5) a coordinated technical assistance program for State and local government in this area.

The recently released GAO report focused on the government's communications and particularly the progress toward establishment of unified National Communications System directed by the President in 1963. The GAO also found a need for stronger coordination of government telecommunications planning, and recommended a single entity responsible for both planning and operation of the Government's telecommunications activities. GAO also recommended clarification of what the unified NCS is intended to be.

Current organization for communications policymaking:

The Director of Telecommunications Management (DTM) in the Office of Emergency Preparedness is now charged by Executive

Order and Presidential memorandum with the responsibility for coordinating telecommunications activities in the executive branch. The DTM also is designated Special Assistant to the President for Telecommunications. However, the history of the organization reveals that attempts by the DTM to exercise leadership in communications policy have been largely ineffectual. This situation results from a number of factors such as organizational location, inadequate staff, and fragmentation of policy authority among half a dozen agencies with no one having overall responsibility. In view of its claimed responsibilities, the credibility of the DTM is questioned by agencies with operating responsibilities.

There is now no office in the executive branch with the responsibility or the capability to review national telecommunications policies as expressed in legislation and in FCC policies. The antitrust division of Justice has occasionally filed briefs on competitive aspects of decisions before the FCC, but these derive largely from antitrust considerations rather than from systematic analysis of communications issues. The Council of Economic Advisers has shown almost no capability or interest in telecommunications, and OST is certainly not equipped for addressing the fundamental economic and institutional problems of the industry and its regulation by the FCC. The Administration is therefore largely unable to exert leadership or take initiatives in spite of vulnerability to criticism for FCC policies and national communications problems.

Executive branch responsibilities:

There are six major functions that are the responsibility of the executive branch in the telecommunications area:

1. Assignment of frequencies for Government communications.
2. Research and development.
3. Analysis of technological and economic alternatives and formulation of recommendations for national policy with respect to telecommunications.
4. Definition and assurance of emergency communications capabilities.

5. Policy planning responsibilities for Government communications activities.
6. Procurement of Government communications services and operation of Government communications facilities.

Some of these functions are now being performed by the DTM or various departments. The problem we now face is which of these functions should be assigned to what agency and how they should be interconnected.

Agency views:

The Budget Bureau study of Federal communications organization made a number of major recommendations (see attached summary) and was recently distributed to the concerned departments. Agency views on the Budget Bureau recommendations have been received (summary attached). These views share a common theme that (1) stronger coordination from the top is required in establishing Government policy for its own telecommunications requirements and that (2) the Federal Government should take a stronger role in the evolution of national telecommunications to deal with the increasingly rapid rate of technological change and industry growth. There is also agreement that a much stronger analytic capability within the executive branch is needed to achieve these goals.

There is, however, no consensus among the agencies about the extent to which the Bureau's specific organizational suggestions will actually advance the above objectives. The history of this area suggests strongly that it will be unprofitable to seek further agreement among the agencies. There is no solution that will represent a desirable compromise to all concerned, and no solution appears sufficiently strong on its merits that it looms out as the obvious choice.

Alternatives:

A number of organizational arrangements have been suggested in the Congress or the press. These include establishment of a Department of Communications, transfer of all DTM functions to an existing Cabinet department, and significant expansion within the Executive Office of the President by creation of a new Office.

Determination of emergency communications requirements clearly must remain in OEP. However, major involvement by the executive branch in nongovernmental communications policy matters could be centered in one of the Cabinet departments or in the Executive Offices.

There appear to be three feasible alternatives:

(1) Maintain essentially the status quo, but clarify and strengthen the conflicting Executive Orders through which the DTM derives his authority.

(2) Alter slightly the status quo by strengthening the DTM and including in addition a capability for analysis of non-Government policy issues that would enable the Administration to play an expanded role in that area. This alternative could lead toward considerable pressure for a separate independent office in the Executive Office in a few years.

(3) Create a new ^{agency} ~~organizational unit in the Department of Commerce~~ that would perform the needed analysis of major national communications issues; take an increasingly active role in advocating policy to the FCC and (through the President) to Congress; and eventually be responsible for unified management of spectrum resources for both Government and non-Government users. This alternative would require shifting of spectrum management responsibilities from the DTM, leaving only emergency communications requirements in OEP. *The new agency could be in a Cabinet department, in the Executive Office, or an independent agency.*

The first alternative would leave the Administration largely incapable of dealing with national communications policy problems. It also would do little to encourage straightening out of the acknowledged problems in the Government's own communications.

The third alternative, *with the new agency reporting to the Secretary of Commerce,* is probably the best long-run solution. However, the Department of Defense has long taken the position that, for national security reasons, spectrum management responsibility for Government uses should remain in the Executive Office. ~~There also would be opposition from the Congress and the FCC to moving non-Government spectrum management to the Executive Branch at this time since there is no demonstrated capability.~~

It is probable that the second alternative would permit almost as much to be accomplished over the next two or three years as would the third option, since such a significant upgrading of capabilities is required. Furthermore, it would avoid the political opposition that could be expected to the more sweeping proposal.

We therefore recommend the approach of the second alternative above. This is outlined in more detail in the attached recommendation.

Peter M. Flanigan
Assistant to the President

Attachments

BOB recommendations concerning Federal communications organization

The Bureau of the Budget report recommended that:

1. The Federal Government should establish a new and strengthened central policy and long-range planning organization for communications in an existing executive branch agency -- either Commerce or Transportation.
2. The NCS staff should undertake implementing studies (a) to transfer the Federal Telecommunications System from the General Services Administration to the Department of Defense for merger with the military administrative communications systems to provide service for all Federal agencies and (b) to appropriately locate and combine the roles and functions of the Executive Agent and the Manager of the NCS within the Office of the Secretary of Defense to provide unified guidance to the NCS from within the Defense Department. An effective mechanism should be provided whereby the member agencies of the NCS can advise and be consulted by the Manager, NCS.
3. The National Communications System staff within the Department of Defense should provide a central source of procurement-related assistance for use by executive agencies.
4. The management of the Government's portion of the frequency spectrum should be a function of the new communications policy organization. If a single manager is provided for the entire spectrum, the total function should be placed in the new organization. The new organization should have a limited in-house research capability to support its frequency spectrum management and general policy development responsibilities.
5. The new communications policy organization should coordinate action on requests to Federal agencies from State and local governments for technical assistance in telecommunication and should provide such assistance to Federal agencies who lack in-house capability.

Agency views on Budget Bureau recommendations

The Bureau circulated its study report among those agencies having significant telecommunications responsibilities and requested their views. The following is a summary of the agency responses:

-- The Department of Commerce concurred in the report's major findings and recommendations. The Department specifically supported vesting overall management of the spectrum in one executive agency. Its comment on the report's major organizational recommendation -- "The establishment and location of such an agency in an existing Department will enable meaningful Executive Branch participation in the development of comprehensive national policies."

... The Department of Defense (including the views of the Executive Agent of the National Communications Systems) agreed with the need for a new and strengthened policy and long range planning organization but believes that it should be constituted as a separate office outside OEP but in the Executive Office of the President. The DOD does not concur in the need for an implementing study to transfer the Federal Telecommunications System from CSA to Defense nor does it favor a combination of the roles and functions of the Executive Agent and Manager, HCS within the Department. Instead, it recommends an exploration in depth of the entire HCS structure and concept.

-- The Federal Communications Commission agrees that the role of the Federal Government in communications can and should be strengthened and made more effective but within the organizational framework presently prevailing. The FCC completely disagrees with the recommendation to establish a single radio spectrum manager in an executive agency in that it would adversely affect the Commission's functions.

-- The General Services Administration agrees with all of the study report recommendations except the one that a strengthened NCS should be located in DOD. GSA states that a merger of the civilian and military administrative networks has "obvious merit" but it should not be organized within Defense.

-- The Department of Justice agrees with the formulation of a new communications policy organization. The Department disagrees with the transfer of the Federal Telecommunications System to Defense and questions the feasibility of assigning responsibility for procurement and procurement-related assistance for agencies without in-house capabilities to Defense.

-- The National Aeronautics and Space Administration -- (views not yet received).

-- The Special Assistant for National Security Affairs agrees in general with the study conclusions but does not believe that "policy guidance with respect to the objectives, requirements and composition of the NCS" should be vested in Commerce or Transportation. Further, he believes a National Security Council study should be initiated to re-examine the objectives and alternative system concepts prior to any reorganization.

-- The Office of Emergency Preparedness (including the views of the Director of Telecommunications Management) points out that the study report does not focus adequately on the emergency preparedness aspects of telecommunications management. General Lincoln proposes that the Office of Telecommunications Management remain under OEP until the emergency preparedness implications of relocation are examined thoroughly.

--- The Office of Science and Technology --- (views not yet received).

--- The Department of State has no objection to the study report's proposals from the standpoint of foreign policy considerations and believes that "advantages would flow from a strengthened central policy formulation and planning organization."

--- The Department of Transportation agrees on the need for coordinated policy direction at departmental level, improved procurement and technical assistance, and the unification of radio frequency spectrum management. The Department differs with the study report in that it believes that the Executive Agent role provided by DOD for the National Communications System should not remain within Defense but should be transferred to the policy organization.

-- The Central Intelligence Agency agrees with the need for a new and strengthened central policy organization but, since it should have direct access to the President, it should not be a subordinate function within a Department or Agency. CIA is opposed to relocating or reorganizing the Office of the Executive Agent, NCS before the policy organization is established and an assessment of its effectiveness completed.

Recommendation

The Office of the Director of Telecommunications Management should be strengthened and expanded to enable the DTM to serve as the focal point for all executive branch telecommunications activities and to be the Administration spokesman on national telecommunications policy issues. The DTM would be expected to be the primary executive branch office for the analysis and formulation of recommendations for both national communications policy and Federal telecommunications procurement. These responsibilities would include:

- economic, technical, and systems analysis of communications policies and opportunities;
- taking an increasingly active role in advocating policy to the FCC and through the President to the Congress, to include specific recommendations on spectrum management for non-Government uses.
- management and allocation of Government spectrum use, to include development of improved spectrum management techniques aimed toward eventual unified Government and non-Government spectrum management.
- guidance and information to Federal, State, and local Government agencies in communications planning and procurement.
- responsibility for policies and standards for procurement of Federal administrative telecommunications services and/or systems.

A Telecommunications Research and Analysis Center would be established in the Department of Commerce, reporting to the Assistant Secretary for Science and Technology. The Center would be responsible for both technical and economic analysis and research, responsive to the needs defined by the DTM. The TRAC would incorporate the current research program of the Institute for Telecommunications Sciences, as well as appropriate elements of other Commerce activities in telecommunications. Its specific functions would include:

- establishment and operation of a national electromagnetic compatibility analysis facility.
- research and analysis of improved spectrum utilization techniques to support the DTM in Government spectrum management and in making recommendations to the FCC on non-Government spectrum management policies.
- research and analysis leading to the development by DTM of improved technical and operating standards.
- continuation of basic telecommunication science research and provision of services to other Government agencies and industry.

The DTM should be raised immediately to executive pay level IV and authorized an expanded staff that would include a limited capability for economic, legal, technical, and systems analysis. He would be expected to contract for significant portions of the research and analysis required to support his responsibilities and also to draw heavily on the Commerce Telecommunications Research and Analysis Center.

A NSSM should be issued as soon as the new DTM is selected. This study should define appropriate NSC machinery for dealing with national security and emergency telecommunications issues and should provide general guidance to the DTM on emergency requirements and policies.

Implementation

This recommendation could be implemented almost immediately through the following actions:

A. By Executive Order

- clarify and bolster DTM authority and eliminate existing patchwork of Presidential memoranda and conflicting Executive Orders. The Office of Telecommunications Management should be

institutionalized as a separate Office within OEP, eliminating the positions of Assistant Director and Special Assistant to the President for Telecommunications. The DTM should be raised to Level IV and should report to the President for all matters except emergency preparedness requirements, for which he would support the Director of OEP.

- similarly clarify authority and responsibility of the Department of Commerce.

B. By Secretarial Order

- establish a Telecommunications Research and Analysis Center under the Assistant Secretary of Commerce for Science and Technology.

C. Subsequent Action

Once sufficient capability in the analysis of national communications policy issues and the associated capability for improved Government and non-Government spectrum management is achieved, Government and non-Government spectrum management responsibilities should be consolidated. This almost certainly will require in a few years establishment of a new agency outside OEP, either in the Executive Office, in a Cabinet Department, or as an independent agency.

- at an appropriate time, introduce legislation to establish a new agency and transfer non-Government spectrum management from the FCC to the new agency; emergency preparedness functions would remain in OEP.
- at an appropriate later time, transfer to the new agency by Executive Order responsibility for procurement of Federal administrative telecommunications services and/or systems.

July 23, 1969

MEMORANDUM FOR RON ZIEGLER

Attached is a memorandum sent to the Chairman of the FCC informing him that the Administration intends to conduct a 60-day review of what should be our policies with respect to the introduction of communications satellites into the U. S. domestic communications industry.

This will be of interest primarily to the trade press and the business periodicals and we are not seeking publicity. However, I thought you should know about this in case you get some questions since it is of considerable interest in the communications industry.

The important points to note are (1) This is not a criticism of the FCC or any tentative FCC conclusions, but is rather simply in response to the Administration's general responsibility to contribute to a sound approach to this important policy question; (2) The Administration will in no way be concerned with which companies are allowed to enter this area or what specific authorizations they might receive, but rather with general policy and the institutional and economic structure of the industry; (3) The FCC has agreed to cooperate with us; (4) Industry will be consulted as a matter of course.

Clay T. Whitehead
Staff Assistant

Attachment

cc: Mr. Flanigan
Mr. Whitehead
Central Files

CTWhitehead:ed

July 22, 1969

MEMORANDUM FOR

Mr. Rosel Hyde
Chairman
Federal Communications Commission

In our review of the telecommunications problems facing the Nation and their implications for Government policy, we have found the provisions for introducing communications satellites into U. S. domestic communications to be especially important.

To assist the Administration in further reviewing this area, we are establishing a small working group and invite the FCC to participate in any way you deem appropriate. Our objective will be to formulate within about sixty days whatever Administration suggestions or comments may be appropriate. We will be concerned, of course, with the general structure and direction of the industry and not with specific applications pending before the Commission.

Clay T. Whitehead
Staff Assistant

July 23, 1969

MEMORANDUM FOR BILL TIMMONS

You will recall that approximately one month ago we negotiated an agreement with Congressman Dingell to postpone for one month hearings on frequency allocation for his Small Business Committee. The reason was a jurisdictional dispute with the Commerce Committee and their feeling that the Administration should first testify on these matters before them.

Our month of grace has elapsed and we are no nearer a position on this question. I have therefore talked with Bob Guthrie of the Commerce Committee and they are agreeable to our testifying before Dingell on an informational basis. I have passed this information along to the DTM, to Commerce, and to Transportation. The hearings are scheduled for July 29.

Clay T. Whitehead
Staff Assistant

cc: Mr. Flanigan
Mr. Whitehead
Central Files

CTWhitehead:ed

Copy for Mr. Whitehead


EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF TELECOMMUNICATIONS MANAGEMENT
WASHINGTON, D.C. 20504

OFFICE OF THE DIRECTOR

July 23, 1969

MEMORANDUM FOR THE DIRECTOR:

In accordance with our current procedure, I am pleased to transmit this report of the significant activities of this office for the period ending July 22, 1969.


J. D. O'Connell

Encl.

July 22, 1969

WEEKLY ACTIVITY REPORT NO. 75

SATELLITE COMMUNICATIONS

1. Satellite Communications for Alaska

The DTM and members of the staff met with Dr. Whitehead and representatives from Departments of Commerce and Transportation, NASA and the Bureau of the Budget to discuss planning for satellite communications for Alaska. Various activities currently underway were identified including studies by COMSAT Corporation and RCA Global Communications, demonstration by NASA and other interested entities and planning by the Federal Field Committee for Development Planning in Alaska. This office intends to devote additional attention in this subject area, in part by establishing an Ad-Hoc Working Group on Satellite Communications for Alaska in conjunction with interested departments and agencies.

FREQUENCY MANAGEMENT

*1. National Electromagnetic Compatibility Analysis Facility (NECAF)

On July 16, OTM and OEP personnel briefed BoB representatives on the proposed establishment of a National Electromagnetic Compatibility Analysis Facility. BoB views were: (a) the budgetary support level proposed might be too low; (b) further deliberation is necessary as to how many analytical facilities should be established to meet military as well as non-military requirements -- Government as well as non-Government; (c) preference was indicated for an "in house" approach as compared to contract support; (d) BoB personnel in attendance were not too concerned with respect to the proposed increase in the Executive Office of the President; the objective being "how can the job best be done?"

*2. UK Visitors

On July 26, representatives of the United Kingdom visited with the DTM and staff members. They were headed by Mr. Frank Wood, Secretary-designate, Ministry of Posts and Telecommunications. A discussion ensued with respect to the organizational structure for telecommunications matters within the respective Governments, problems with respect to the introduction and expansion of new satellite technology, measures necessary to determine the extent of possible harmful "side effects" from the use of communication-electronic equipments, and the status of preparation for the forthcoming World Administrative Radio Conference on Space Matters. On July 17, three of the five U. K.

representatives met in an all day session with the Interdepartment Radio Advisory Committee to explore the U. S. Preliminary Views with respect to the forthcoming space conference. It is significant to note that the U. K. and the majority of other European countries will be opposed to the introduction of direct broadcasting from satellites in the portion of the radio spectrum below 1 GHz. This is an important input to U. S. planning in this regard.

*3. Introduction of Improved Controls

On July 18, OTM representatives met with BoB personnel to explore the development of a means whereby the OTM could review certain aspects of communications-electronics planning of Government departments and agencies prior to budgetary approval. This meeting stemmed from the memorandum forwarded to Director, BoB, via Director, OEP, on July 1. The BoB personnel concurred in the need for action in this regard. It was agreed that, as an initial measure BoB examiners would be contacted and alerted to the need to bring to the attention of one BoB representative (Mr. Don Gesseman), those communications-electronics systems proposed by major users of radio in the Federal Government which might involve an extensive investment -- such projects as SANGUINE of the Navy, SAFEGUARD of the Army, Geostationary Operation Environmental Satellites of the Department of Commerce and several proposals currently emanating from NASA. Every six months, BoB would forward information with respect to these systems to the OTM. OTM could then compare its records as to whether frequency clearance has been effected for the systems involved and, if not, appropriate action initiated prior to the BoB concurrence from a budgetary standpoint.

4. Interdepartment Radio Advisory Committee Meeting (IRAC)

On July 22, the 971st meeting of the IRAC took place at which time consideration was given to: (a) possible reorganization of the International Radio Consultative Committee (primary technical advisory body to the International Telecommunication Union); (b) further deliberation with respect to the draft Preliminary Views of the U. S. for the forthcoming Space WARC and (c) determination of the composition of the U. S. delegation to the September NATO Allied Radio Frequency Agency Civil/Military Meeting in Athens, Greece and (d) the format and content for the collection of dollar investment data in communications-electronics above 1 GHz. This is the first time that investment values have been sought as a normal routine input in connection with radio frequency management.

5. Procedure for Improved Operations

Before preparing a frequency assignment application, the agency concerned should coordinate the proposed use with other agencies whose operations may be affected. A recent case of harmful interference has highlighted the need for an improved procedure applicable to certain VHF land mobile channels that are available for assignment to all Government agencies. A procedure has been developed, for implementation on August 1, wherein the coordination of proposed uses will be centralized in the OTM.

* Items considered of special interest to the Director, OEP

Comen
F-11

COMMUNICATIONS SATELLITE CORPORATION

July 22, 1969

ROBERT E. BUTTON
The Special Assistant to the Chairman

Dear Tom:

The attached refers to an interesting CPB-FCC-COMSAT-NCTA project. We propose to show what public service programming can do on a wired system, first in an established locality (Project A), then starting from scratch whereby an ETV station can generate its own revenue (Project B) and then to tie it in with social problems directly and forcefully to show what can be done through communications to solve those problems (Project C).

You will possibly ask, what has this to do with COMSAT? Actually quite a lot. I hope to cast COMSAT in the role of innovator, in this case by planting the seed of an eventual interconnected CATV system using satellite transmission, and to show that we have a logical direct relationship with broadcasting in any form. And other good and worthy objectives.

Yours,

[Signature]

attachment

Mr. Clay T. Whitehead
Staff Assistant to the President
Room 103
Executive Office Building
Washington, D.C. 20500

MEMORANDUM FOR THE RECORD

July 11, 1969

SUBJECT: MEETING - July 10, 1969

PRESENT: Messrs. Macy, Schildhause, Coston, Roth,
Penwell and Button

PROJECT A: CPB Programming Responsibility for
presently un-used channels in a selected
CATV Franchise Area

Action: NCTA to produce further 20 localities and
note unused channel capacity.

CPB to propose preferred locality for
initial effort

CPB to consider budget and project manager
for initial effort.

PROJECT B: Selection of locality where an ETV station
can become franchisee, thus developing
its own revenue source.

Suggested areas: Oakland
San Jose
Framingham
South Boston

Action: CPB to consult with ETV station managers
to determine interest.

PROJECT C: Installation of CATV in Model Cities Program

Action: CPB consultation with government agencies
concerned, re joint funding.

NOTE: Public announcements regarding any of above?

Telecommunications

July 22, 1969

MEMORANDUM FOR

Mr. Rosel Hyde
Chairman
Federal Communications Commission

In our review of the telecommunications problems facing the Nation and their implications for Government policy, we have found the provisions for introducing communications satellites into U. S. domestic communications to be especially important.

To assist the Administration in further reviewing this area, we are establishing a small working group and invite the FCC to participate in any way you deem appropriate. Our objective will be to formulate within about sixty days whatever Administration suggestions or comments may be appropriate. We will be concerned, of course, with the general structure and direction of the industry and not with specific applications pending before the Commission.

Clay T. Whitehead
Staff Assistant

cc: Mr. Flanigan
Mr. Kriegsmann
Mr. Whitehead
Central Files

CTWhitehead:ed

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF TELECOMMUNICATIONS MANAGEMENT
WASHINGTON, D.C. 20504

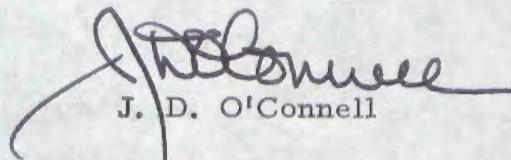
OFFICE OF THE DIRECTOR

July 22, 1969

Memorandum for Mr. Clay T. Whitehead

This is my proposed response to Chairman Dingell. Since he has invited both Commerce and Transportation to appear, I believe it would be inappropriate for this office to fail to be represented.

In the absence of any organizational decisions, my position would be that such studies are under way but have not been finalized and any views expressed by me do not necessarily represent the views of the Administration.



J. D. O'Connell

Attachments

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF TELECOMMUNICATIONS MANAGEMENT
WASHINGTON, D.C. 20504

OFFICE OF THE DIRECTOR

July 22, 1969

The Honorable John D. Dingell
Chairman, Subcommittee on Activities of
Regulatory Agencies Relating to Small Business
House of Representatives
Washington, D. C. 20510

Dear Mr. Chairman:

I accept your invitation of July 11 to appear before your Subcommittee on Activities of Regulatory Agencies Relating to Small Business on the reallocation of radio frequencies.

Inasmuch as you pose no specific issues or questions and the provision of frequencies for small business is within the jurisdiction of the Federal Communications Commission, I shall have no prepared statement but shall try to answer your questions. I do expect to have several documents covering the functions and works of this office.

Sincerely,

J. D. O'Connell

JOE L. EVINS, TENN.
CHAIRMAN

WRIGHT PATMAN, TEX.
TOM STEED, OKLA.
JOHN C. KLUCZYNSKI, ILL.
JOHN D. DINGELL, MICH.
NEAL SMITH, IOWA
JAMES C. CORMAN, CALIF.
JOSEPH P. ADDABBO, N.Y.
WILLIAM L. HUNGATE, MO.

SILVIO O. CONTE, MASS.
JAMES T. BROYHILL, N.C.
FRANK HORTON, N.Y.
LAURENCE J. BURTON, UTAH
J. WILLIAM STANTON, OHIO
DANIEL E. BUTTON, N.Y.

Select Committee on Small Business
House of Representatives of the United States
Ninety-first Congress
Washington, D.C. 20515
July 11, 1969

COMMITTEE OFFICE
2361 RAYBURN HOUSE OFFICE BUILDING
225-5821
AREA CODE 202

BRYAN H. JACQUES
STAFF DIRECTOR AND GENERAL COUNSEL

Mr. James D. O'Connell
Director of Telecommunications
Management
Office of Emergency Preparedness
Executive Office Building Annex
Washington, D. C. 20504

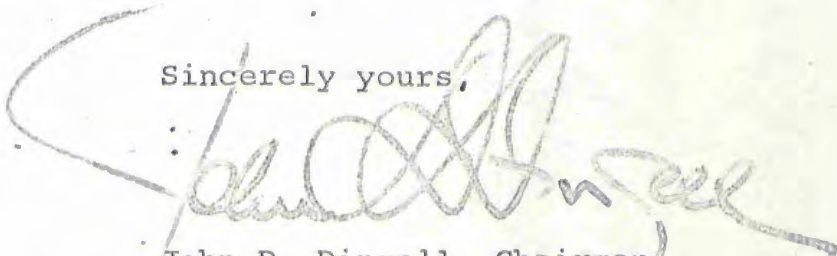
Dear Mr. O'Connell:

An additional day of hearings has been scheduled for Tuesday, July 29, 1969, by the Subcommittee on Activities of Regulatory Agencies Relating to Small Business on the reallocation of radio frequencies.

We will appreciate your appearing before that subcommittee at 11:30 a.m. on that day to give your testimony. Kindly advise whether this date and time is convenient, and whether you yourself will appear or whether you will designate someone else to appear in your stead.

We would appreciate having your statement on file 48 hours in advance of the hearing. Your cooperation will be greatly appreciated.

Sincerely yours,



John D. Dingell, Chairman
Subcommittee on Activities
of Regulatory Agencies
Relating to Small Business

TO THE CONGRESS OF THE UNITED STATES:

On July 20, 1969, from the Oval Office in the White House, I spoke by telephone with Neil Armstrong and Edwin Aldrin on the surface of the Moon. This historic conversation was transmitted by the medium of communications satellite. Under Section 404(a) of the Communications Satellite Act of 1962, I am sending to the Congress this seventh report on the program that made that Moon phone call possible.

Telephone communication between Earth and the Moon, while certainly the most dramatic use, is only one of many ways in which satellite communications can now be employed. This report reflects the steady progress being made toward an improved global communications network. Already we see major improvements in international telecommunications capabilities -- improvements that will ultimately benefit all of the world's people.

The Communications Satellite Act speaks of the contribution to be made to "world peace and understanding" by a commercial communications satellite system. Just as this system has enabled men to speak to each other across the boundary of outer space, so, I am convinced, it will in future years help men to understand one another better across boundaries of a political, linguistic and social nature. World peace and understanding are goals worthy of this new and exciting means of communication.

THE WHITE HOUSE,



DEPARTMENT OF STATE

Washington, D.C. 20520

July 22, 1969

Dear Tom,

Summarizing my thoughts on reorganization (for what they are worth):

1. I would like to see you bite the bullet and recommend a new Office of Communications within the Executive Office. Give it the necessary leverage and authority. Have it report through you and Peter. This way it would command the respect of DOD, FCC, AT&T, COMSAT et al. It would work closely with Commerce, OEP, OST, and BOB. As spokesman it would carry the full authority of the President. Announce at the outset that you intend to give it responsibility for non-Governmental spectrum management as well -- and prepare to send up the necessary legislation soonest.

This would be regarded, universally, as a strong Administration response to the challenge.

I would not pin much hope on the two-stage process which you suggest; i.e. something gets done now, and then something more happens two years from now. What you do now, in the first Nixon year, is very apt to become frozen. Now is the time to get innovative changes approved, not later.

2. Second-best but still workable, in my judgment, would be to keep the function in OEP. But to make it viable you will have to do certain things:

- (a) Make it clear that this is a whole new ballgame, that the President wants ^{the} DTM-SAPT office to

Mr. C. Thomas Whitehead
Special Assistant to the President
The White House

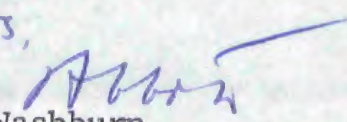
be the policy-formulation and long-range planning center, that when it speaks it is speaking for the Administration. (As part of creating this New Look, you might consider renaming the office.)

- (b) Give the activity adequate budget and slots, so that it can attract and hold capable personnel and can contract for necessary research.
 - (c) Make certain that when the crunches come -- and they most certainly will -- General Lincoln, the DTM, Peter and yourself have access to the President and will do everything possible to keep the new authority-center from being eroded. Unless the DTM knows this, and others in the Government also know it, he will not be able to succeed in his job.
3. In my opinion, it would not work in Commerce or in any other Cabinet-level agency, even if Mel Laird should agree. With the bulk of the budget and personnel, DOD would find ways to override an office in Commerce at the assistant-secretary level with no NSC standing. This they could not do to a White House office. In addition, it would be very difficult for such an office in Commerce to be the Administration's spokesman.
 4. The executive recruited for this post should have no ties to the communications interests: DOD, AT&T, COMSAT, and the broadcasters. He will have to build a competent staff. Previous experience in Government and business would be helpful. Technical background would also be useful.

Such an office, in my view, should from time to time voice the President's moral authority on matters of media content. The Administration has a responsibility to be heard on this output which touches and deeply affects the lives of millions of U.S. citizens. Should this role be left

entirely to the FCC and other lesser levels of Government? I do not think so. The Executive Branch has a high-level Consumer Affairs Advisor focusing on food, clothing, and other items affecting the human body. Media content affects our citizens' minds, patterns of thought, and behavior. This function could and should, of course, be exercised in a way that would avoid Big Brother implications.

Yours,


Abbott Washburn

Personal

July 18, 1969

To: Dave Beckler

From: Tom Whitehead

Attached are several resumes for
the position of Director of
Telecommunications Management --
per your request.

Attachments

CTWhitehead:ed

Telecommunications

July 17, 1969

Dear Mr. Ford:

The President has asked that I reply to your letter of July 9th regarding the need for Department of Commerce responsibility for developing communications policy for the future.

As I indicated in our meeting several weeks ago, we are very much aware of the substantive and organizational problems in the communications area, and your views are certainly both welcome and helpful.

Your analysis of the problem is certainly useful and we certainly appreciate having your views. I hope we will have the opportunity to discuss some of these problems again.

Sincerely,

Clay T. Whitehead
Staff Assistant

Mr. Frederick W. Ford
President
National Cable Television Association, Inc.
1634 Eye Street, N. W.
Washington, D. C. 20006

cc: Mr. Flanigan
Mr. Whitehead
Central Files

CTWhitehead:ed

OFFICE OF SCIENCE AND TECHNOLOGY
WASHINGTON, D.C.

2/10

Mr DuBridge is
sending copies to
the Vice President, Sen
Laird & Mr. Paine for
action

W. Burke

also to Mr. Mayo

4...

NATIONAL CABLE TELEVISION ASSOCIATION
INCORPORATED
1634 EYE STREET, N. W. WASHINGTON, D. C. 20006

July 9, 1969

FREDERICK W. FORD
PRESIDENT

(208) 347-3440

2-1
The President
The White House
Washington, D. C.

Mr. President:

H
There have been many studies of communications policy during the period since the Communications Act of 1934 was enacted, including the Final Report of the President's Task Force on Communications Policy in 1968. These studies have not been evaluated by a department in the executive branch charged with the responsibility for developing specific recommendations for the improvement of the laws and government structure for the management of the telecommunications function. I do not believe, from my experience as a former member and Chairman of the Federal Communications Commission, that the Commission is equipped or is in a sufficiently objective position to perform this function.

The Department of Commerce has been intimately involved in the development of the basic laws establishing the Federal Radio Commission in 1927, and the Federal Communications Commission in 1934.

Beginning on page 7 of the enclosed address, I have set forth my reasons why the Department of Commerce should be asked to assume responsibility for the development of a sound communications policy for the future, including whatever statutory recommendations for effectuating it are appropriate.

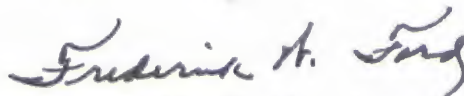
WHITE HOUSE
MAIL ROOM

1969 JUL 10 AM 9 51

The President
July 9, 1969
page 2

I hope you will find my suggestion helpful
in formulating a course of action in this important
area.

Respectfully,

A handwritten signature in cursive script, reading "Frederick W. Ford". The signature is written in dark ink and is positioned above the printed name.

Frederick W. Ford
President

Enclosure

FOR RELEASE ON DELIVERY

ADDRESS OF
FREDERICK W. FORD, PRESIDENT
NATIONAL CABLE TELEVISION ASSOCIATION, INC.

BEFORE THE
EIGHTEENTH ANNUAL CONVENTION
OF THE
NATIONAL CABLE TELEVISION ASSOCIATION, INC.

SAN FRANCISCO HILTON
SAN FRANCISCO, CALIFORNIA

JUNE 23, 1969

CABLE TELEVISION: PAST, PRESENT AND FUTURE

I

When the status quo of a combination of powerful industries is challenged they never give up easily. They fight with all of their power to strangle the challengers or, failing that, to take over the new industry. Thus, it is not surprising that when cable television challenged the economic power of copyright owners, the great telephone industry and the great broadcasting industry, it was confronted with all of the legal stumbling blocks that the vast economic, political and legal resources of these industries could muster.

Almost five years ago, when I left the relative security of a seven-year term as a member of the Federal Communications Commission to become president of this association,^{1/} it was with full knowledge of the heavy odds against being successful in the life and death struggle of this industry -- an industry which was at a crucial point in its tender growth period -- an industry which was maligned and accused of all sorts of evil things.

^{1/} On January 1, 1965, there were 483 operating systems and 44 under construction, or a total of 527 systems that were members of the association, serving an estimated 799,804 subscribers. At that time, there were a total of 1,325 systems in the country, serving 1,275,000 subscribers. On January 1, 1969, there were 2,260 systems, serving 3,600,000 subscribers of which 895 were members of our association, serving 1,798,416 subscribers. This number has increased during the past six months to 1,000 member systems, serving 2,125,438 subscribers.

To me, it was a great challenge and promised to be a great fight in the Congress, at the Commission and in the courts. I have not been disappointed in any particular. I have always been optimistic about the legal, economic and political outcome of the struggle. I have always believed that ultimately we could not lose -- because in the cable television industry we have the public interest on our side, and that is a powerful ally.

That optimism was not dulled even by the adverse attitude of government agencies with their tendency to protect the status quo. Although I must admit that the opposition of the Office of Copyrights, the Solicitor General's Office, the National Association of Railroad and Utility Commissioners, and the Federal Communications Commission is an array of government power and influence which, when combined with the raw economic power of the copyright, broadcasting and telephone industries, should give pause to anyone.

Nevertheless, one must never lose faith in the justice of the law and the integrity of the government. Without that faith on the part of the citizens, the government and the courts might not rise to the high performance expected of them and the vindication which that faith compels. Our experience has and will continue to justify my fundamental belief in the ultimate impartiality of the government when fully informed.

It seems to me that today we are completing a phase in the development of our industry, a period in which cable television emerged from its minority -- a coming of age -- to assume its rightful place in our communications complex, however ill-defined that place may be at this moment. As we take our place we look back on some defeats, but also on some important victories -- victories which protect the cable industry's past and guarantee its future even if that future seems at times more complicated than ever.

II

I would like briefly to dwell on our past and review the current status of our industry before venturing a look into what the future may hold. This industry was founded out of necessity to fill a demand for television signals in areas where reception was deficient. It was not too many years ago that little was heard about CATV outside that small group of the American public which relied upon it so completely for their only television service.

From its beginning in 1949, CATV systems operated in many communities for several years without any great amount of friction. Beginning in 1957, however, a number of sharp conflicts began to develop between the local television station and the CATV system operating in the same or a nearby community. I will not detail those conflicts here. You are all well aware of the parade of events -- the so-called "Cox Report"; the legislative fight in the United States Senate on S. 2653 to grant power to the FCC to regulate CATV. Then there was the litigation over microwave; questions relating to leasebacks by telephone companies and the applicability of Sections 214 and 202(b) of the Communications Act. The ill-starred negotiations with NAB in 1964 and 1965; the FCC going off on an uninformed frolic of its own with its First and Second Reports and Orders, instead of following the path pointed out by the knowledgeable members of the television and cable industries for the regulation of cable; and well over a dozen additional proceedings which are still pending at the FCC to further restrict and harass the cable industry. Then there was the six full scale hearings before congressional committees which failed to result in legislation; the Hatch-Stern committee meetings, and dozens of meetings by the Ad Hoc Copyright Negotiating Committee; the many other hearings, petitions, comments and litigation. Finally, there was the decisions of the Supreme Court of the United States in the Southwestern case^{2/} that the FCC has authority to regulate CATV, and in the Fortnightly case^{3/} that CATV is not liable under the Copyright Act.

Our industry emerged from these experiences subject to the Commission's jurisdiction but with its property secure from what could have been ruinous past copyright liability. Our industry has now passed into its current legislative and regulatory phase. This phase, at the moment, seems little less perilous than the phase just completed as once more we encounter problems with the telephone companies, the copyright owners, the broadcasters and the Commission in our determined effort to provide a great and variable communications service in the public interest with a reasonable profit to ourselves.

^{2/} United States v. Southwestern Cable Co., 390 U. S. 157 (1968).

^{3/} Fortnightly Corporation v. United Artists Television, Inc., 392 U. S. 390 (1968).

The most important set of current problems relates to our relationships with the telephone companies. Here, at least, we have hopes for assistance from the Commission. On June 26, 1968, the Commission issued its decision in General Telephone Company of California, et al., Docket No. 17333 (13 F.C.C. 2d 448), holding that Section 214 of the Communications Act, which requires certificates of convenience and necessity before offering service, applies to telephone company offers of CATV common carrier service to cable operators. On April 30, 1969, the United States Circuit Court of Appeals for the District of Columbia Circuit affirmed this decision thereby authorizing the Commission to stringently apply Section 214 to control telephone company cable television construction. Although the telephone companies will probably appeal the decision to the Supreme Court, it would seem reasonable for CATV to expect a ruling favorable to independent cable television. Thus, for the first time, we should have a single national authority with the capability of controlling unlawful expansion of the telephone company monopoly. We cannot predict the outcome of Commission action, but we are hopeful that the Commission will exercise its new-found authority to regulate the telephone industry for the benefit of the public interest by fully recognizing the independent CATV industry.

Next in terms of serious consequence to our industry are the problems generated by the FCC's latter day assumption of power over cable television - a kind of movement into a power vacuum. This assumption of power confirmed by the Supreme Court seems to me to be based somewhat on a new philosophical approach. An approach comparable to the principle that the title to real estate is never in abeyance -- the power to regulate business is never in abeyance. If the states and cities don't regulate business or have the power to do so, then the theory seems to be that the power escheats to someone in Washington -- in this case the FCC. The ritual of finding a statutory base is unfortunately only a minor problem. The Commission has had great success in this endeavor even though Congress never dreamed of the vast legislative power it delegated to regulate cable television on the tenuous subjective standards devised by the courts. This principle constitutes a sort of camouflaged "doctrine of inherent power" in regulatory agencies, once established, they apparently can do what needs to be done without paying too much attention to either the express terms or spirit of the instrument of creation.

In an effort to straighten out the unbridled power of the Commission to "sock it to us" and establish some legislative standards and policy direction to the escheated power to regulate cable television, Congressman Stratton (R. - N.Y.), on April 23, 1969, introduced H. R. 10510 to authorize the Federal Communications Commission to regulate cable television. Hearings on this bill, other bills and on the subject generally were begun on May 19, 1969, before Chairman Torbert H. Macdonald and his Subcommittee on Communications and Power of the House Interstate and Foreign Commerce Committee. These hearings are not yet completed, but it is understood that the committee intends to report a bill establishing the ground rules upon which cable television is to be regulated by the Commission.

The remaining factor is a legislative resolution of the copyright issues. Senator McClellan is proceeding on the legislative front, but has urged the industries to come to him with an agreed formula for handling the matter. In this spirit, the NCTA has been negotiating with both the copyright owners and broadcasters. I believe there is a basis for hope in the proposal presented by the staffs of NAB and NCTA, on the authority of the respective Association's Executive Committees to their respective Boards of Directors. NCTA's Board approved the proposal in principle last month. The NAB Board as of the preparation of these remarks had not acted.

I have no doubt that if either a regulatory or a copyright bill is enacted, extensive revisions will be required in the Commission's December 13, 1968, Notice of Proposed Rulemaking and Interim Procedures. These procedures have been characterized as "an invitation to destroy CATV." I do not believe such an "invitation" will survive congressional consideration.

IV

I have great confidence from the foregoing discussion and the history of the communications industry that in one way or another the present problems of cable television with the Congress and the Commission will be solved in the near future. A regulatory or legislative solution which will discard the present lack of objectivity towards CATV will evolve from the present hearings before the Congress and the Commission. A copyright solution for CATV's use of program material will surely be forthcoming -- one which will be imposed by the Congress in the absence of agreement with the copyright owners. Such an agreement does not seem likely at the moment.

Although solutions for these problems are not simple, and their ultimate adoption will involve much patience and hard work on the part of all parties involved, the momentum that has been achieved will undoubtedly moderate the attitude of the Commission and convert the present deep freeze into a spring thaw.

In looking forward to the future, with all of the activity at the Commission, congressional and judicial levels, I confidently expect that each ensuing year will be more significant than the last in the continuing efforts of the CATV industry to render the best possible service to the public in ever expanding fields.

Perhaps, if one could look into the collective minds of the business men, entrepreneurs, engineers, research technicians, inventors, government leaders, and many others who may play a part in the expanding horizons of our industry, it would be possible to make a more informed forecast as to where this electronics revolution will lead in terms of cable services to the public. I have no such power, but I believe I may foresee an outline of the things to come.

In the next decade, cable television will expand rapidly in most areas of the country with substantially increased emphasis on its localized origination service to supplement its master antenna (CATV) traditional role of delivering a better picture with a choice of diverse program fare to its subscribers. I expect substantial development very soon in the nationwide distribution of Public Broadcasting Act programs, many of which may be distributed on cable television channels in prime time by way of domestic satellites, which will no doubt interconnect cable systems for non-entertainment type programming.

There will be other major breakthroughs in public service programs, job retraining and almost an infinite variety of information transferal by means of cable channels. Cable television can furnish true television localism and diversity because of its multiple channel capability and the compact area of its service compared to the wide area or regional nature of television broadcast service. These developments are dammed up behind the regulatory freeze. Once the Commission begins to understand the potential of cable, it will be most difficult to keep abreast of the giant strides in cable technology and its contribution to the public good.

Meanwhile, with the expansion of television broadcast service, cable television will spread into other areas which will undoubtedly include

contract carriage. The police surveillance system in Olean, New York is an example of this type operation. Common carrier service may also be offered, such as the furnishing of broadband communications space under tariffs for those who desire to operate closed circuit television systems, a first come first served public channel, or other forms of public utility type services. Moreover, as the cable systems develop, it is possible that ownership or leased channels may reside in different entities, such as the post office, schools, telephone, telegraph and newspaper companies. In fact, the complications of the business and government relationships that may be found in the future in a single strand of coaxial cable staggers the imagination, let alone the complex regulatory problems which will thus be created.

These are the types of problems and considerations with which I believe the government should presently be concerning itself rather than the petty problems of how to protect a broadcaster who does not need protection anyway.

From this brief speculation on the problems of the future of our communications revolution, it seems fairly obvious that one man or one small group of men will not be able to bring to bear sufficient knowledge or experience to solve these problems. Only with a well organized broad-based nationwide communications industry effort will sufficient information become available to supply the data and ideas needed upon which to construct the communications charter for the future.

I do not know the boundry of cable television's role in the ultimate total system. I am satisfied that it will be exciting and substantial.

V

There are many other problem areas in the communications industry besides those generated by cable television. These problems have been described in several reports: A Report by the President's Communications Policy Board in 1951 entitled, "Telecommunications, A Program for Progress"; The Report by the Telecommunications Science Panel of the Commerce Technical Advisory Board in 1966 entitled, "Electromagnetic Spectrum Utilization- The Silent Crisis" dealt with a particular phase of the problems; The Report on Cable Television and Cable Telecommunications in New York City to Mayor John Lindsay in 1968; and, The

Final Report of the President's Task Force on Communications Policy, the most recent study, was completed in 1968. Numerous other reports and studies have been made by various government and non-government groups in the years since the Communications Act of 1934 was adopted without any major revision in the law. History, particularly communications history, has a way of repeating itself. Let us, therefore, consider a little of this history as a prelude to offering a program for progress in this area. I would like to revert to the year 1922, when radio was young and gay.

In an attempt to straighten out the chaotic condition in which radio broadcasting had fallen in this country, the Secretary of Commerce, Herbert C. Hoover, later to become President, called a conference of radio experts to discuss the possibilities of new and remedial legislation. The meeting convened in Washington in February of 1922, and after two months of study the conference unanimously recommended the expansion of the regulatory powers of the government and drafted provisions for submission to Congress. The Congress was unable to agree and Secretary Hoover called additional radio conferences in 1923, 1924, and 1925. As a result of the Fourth National Radio Conference in 1925 and the recommendations it made, the Radio Act of 1927 was adopted.

The government recognized the need for a comprehensive national policy for all forms of communications by wire and radio in 1933, and again turned to the Secretary of Commerce who appointed a governmental committee to consider the formulation of a national policy. This resulted in a report to the President with recommended legislation which was forwarded to the Congress. The Communications Act of 1934 was the result.^{4/} Thus, in each instance in which the country needed leadership to formulate statutory recommendations for the establishment of telecommunications policy, it has been the Secretary of Commerce who provided that leadership.

Now, forty-two years after the adoption of the Radio Act of 1927, vast communications developments have taken place -- such as FM, television, cable television, space communications and hundreds of other developments in what is literally a communications revolution.

^{4/} Emery, Broadcasting and Government (1961), p. 17, et seq.

It is most desirable that the country once again turn to the Secretary of Commerce to provide the leadership for a complete review, revision, and updating of both the substantive national communications policy, the governmental structure for the management of this important national resource, and for the development of statutory recommendations. I am most hopeful that President Nixon will find it appropriate in the next few months to direct our able Secretary of Commerce, Mr. Maurice Stans, in keeping with the rich tradition of the Department of Commerce and its past record of achievement in structuring the government's management of telecommunications, to convene the Fifth National Radio and Telecommunications Conference.

Such a conference would have for its purpose the appointment of task forces in many appropriate areas. These task forces would investigate and review the present governmental structure, basic authority, national communications policy and report statutory recommendations for updating and further consolidating the efficient control of the electromagnetic spectrum. Their basic objective would be to devise a government structure with the resources and authority to achieve an optimum national, international, and space communications system. I am sure cable television will find its rightful place in any such system. This action is indispensable to the continued leadership of world communications by the United States.

VI

And now a few words in conclusion. We have come a long way together in the past four and one-half years. We have had a few tense and hard moments but we did not waiver; we did not make many mistakes. We have kept the faith.

It has been a great pleasure and a privilege to serve this industry during one of its most critical periods. A strong Association is essential to enable the industry to achieve its full potential for service to the public. It is my fervent hope that when I leave my post with you in the next few months to return to the practice of law, I will leave your Association stronger, more idealistic and well fortified to withstand the rigors of the trials ahead.

#

NCTA

NATIONAL CABLE TELEVISION ASSOCIATION



ONE FARRAGUT SQUARE SOUTH
1634 EYE STREET, N.W., WASHINGTON, D. C. 20006

MORE TO SEE
ON
CABLE TV



JUL 10 1969

The President
The White House
Washington, D. C.

Federal Communications Organization

(folder in the safe)

Telecon

Thursday 7/17/69

4:15 Advised both Sol Moser's office and Bob Whittington's office that we understand the Dingell hearings will be held on 7/29.

Mr. Whittington's office has had no official notification of the hearings. (In answer to her question re their thought that the reason they backed out the last time was the lack of an Administration policy on this -- and whether there now was an Administration policy ---- told her "no". She said FAA and Coast Guard are both involved. (13) 21493

Sol Moser's office advises that Myron Tribus will be testifying. (189) 3663

7/16/69

5:45 Charles Kendall, General Counsel of OEP,
advised that the Dingell hearings are scheduled
for July 29.

7/15/69

11:25 Tom asked me to call John Brown and that (in reference to the Burns directive on Telecommunications), he and Dr. DuBridge had verbally agreed that we would handle the directive since we were handling telecommunications in general -- Rostow Report has been released. We're working on a number of specific program areas and if he needs a formal answer to the directive, we can give him a short one. Or, if he needs to talk to him about it. Theytalked.

Copy for Mr. Whitehead

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF TELECOMMUNICATIONS MANAGEMENT
WASHINGTON, D.C. 20504

OFFICE OF THE DIRECTOR

July 15, 1969

MEMORANDUM FOR THE DIRECTOR:

In accordance with our current procedure, I am pleased
to transmit this report of the significant activities of
this office for the period ending July 14, 1969.


J. D. O'Connell

Encl.

July 15, 1969

WEEKLY ACTIVITY REPORT NO. 74

FREQUENCY MANAGEMENT

1. ERMAC Meeting

On July 9, the fourth meeting of the Electromagnetic Radiation Management Advisory Council was held under the chairmanship of the DTM. The following items were on the agenda:

- a) the goals and mission of HEW relevant to this area were reviewed,
- b) a letter was prepared for transmission to the Assistant Secretary of the Navy for Research and Development on the SANGUINE Project (previously reported on),
- c) discussion took place on the best means of inviting foreign observers (particularly from Iron Curtain countries) to a Virginia Commonwealth University Symposium on "side effects" to be held in September, and
- d) the immediate areas and objectives of the Council.

2. Geostationary Operational Environmental Satellite (GOES)

On June 9, a meeting was convened of Army, Navy, Air Force, DCA, Commerce, Coast Guard and Interior representatives under OTM chairmanship to consider frequency accommodations for the Department of Commerce GOES (Meteorological Satellite) system. Technical characteristics were explored in depth as well as the possible interference aspects between the proposed meteorological satellites and existing radiosonde (weather observations) operations. It was agreed that engineering analyses would be conducted by the affected parties to determine the extent of compatibility among the operations involved with a view to incorporating the GOES requirement in the U. S. Preliminary Views for the forthcoming Space World Administrative Radio Conference.

3. U. S. Canada Meeting on Maritime Communications

U. S. and Canadian Delegations met July 9, 10, 11 in Washington to discuss the use of frequencies and other communications matters in the Maritime Service, primarily as regards the Great Lakes and the St. Lawrence Seaway. The discussions centered on procedures and the manner in which the U. S. and Canada would implement the results of the World Administrative Radio Conference on Marine Services (held in Geneva, Switzerland in 1967). Problems discussed dealt with such technical matters as the introduction of SSB for ship-shore radio-telephone, assignment plans for VHF maritime radio-telephone frequencies, the definition of port operations, safety services, and other maritime functions. The U. S. Delegation was headed by Mr. Dan Child of the FCC. A representative of OTM was on the Delegation.

FEDERAL-STATE TELECOMMUNICATIONS

* 1. Telecommunications Developments in Illinois

On July 9, the DTM was advised that the Legislature of Illinois had passed two Bills of interest. H. B. 2706 (passed on June 29, 1969) will create a Division of Telecommunications within the Illinois State Government Department of General Services. This Division will have management and coordination responsibilities for improvement of state-wide communications facilities and services. H. B. 2707 (passed the same date) creates a revolving fund through which Illinois State Agencies will pay their pro rata shares of telecommunications expenses. The Governor has not yet signed the Bills, although he supported their passage. These two actions have come about in coordination with the Federal-State activities of the DTM during the past two years.

* 2. Alabama Telecommunications Study

On July 9, the OTM received notification from the Director of Civil Defense, State of Alabama, that the Governor had signed an agreement between the State Government and South Central Bell Telephone Company for the latter to conduct a statewide government survey of telecommunications resources and requirements and to submit recommendations to the Governor of Alabama for an improved system of telecommunications to support State Government operations. This action is an outgrowth of discussions between State officials in Alabama, including Governor Brewer, and the Office of Telecommunications Management.

* 3. Federal-State Telecommunications Advisory Committee

During the past two weeks the DTM has investigated the activities of the Federal-State Telecommunications Advisory Committee with a view toward deciding whether the Committee's existence should be extended or whether the Committee should be disestablished. The results of this study is that the Committee should be disestablished. This recommendation has been forwarded to the Director, OEP.

TELECOMMUNICATIONS EMERGENCY PREPAREDNESS

* 1. Natural Disaster and Civil Defense Communications Warning

On June 25, the DTM advised the Director, OEP, on the assignments of responsibility among the Federal agencies for the provision of civil defense and natural disaster warning information, on the status of telecommunications warning systems planned and in being, and of the need for some action by OEP in this important area. The Director, OEP is now contemplating a greater in-depth study of this subject. Accordingly, OTM and OEP personnel coordinated during the past week on the development of a draft memorandum which would be issued by the Director, OEP, to the DTM.

* 2. Internal OEP Communications

During the past week OTM staff personnel coordinated with Emergency Operations Office, OEP, personnel on an analytical study of internal emergency communications (TELALERT). Primary action officer for the study is Mr. Robert Mills, OEP.

SATELLITE COMMUNICATIONS

* 1. INTELSAT Conference

The Preparatory Committee meeting held in Washington, D. C. completed its deliberations on July 11. The Committee decided to meet again in Washington, September 2-19, for the purpose of examining the draft report which will be prepared by the Chairman, Mr. John E. Killick, the United Kingdom representative, and thereafter consider substantive matters

relating to important and divergent viewpoints. The Committee decided that it would be unable to complete its work in accordance with its terms of reference in time for a November Plenary session. Accordingly, a third session of the Preparatory Committee is scheduled to begin in Washington on November 18th with the objective of completing its report to the Plenary. The reconvened Plenary Conference in Washington is scheduled for February 16 - March 20, 1970. Members of the OTM staff will continue to support Governor Scranton and the U. S. Delegation in preparing for the above meetings.

2. INTELSAT Satellite Failure

On Sunday, June 29, at 1559 GMT, the mechanically despun antenna on the INTELSAT III (F-2) spacecraft lost synchronization and would not despin. This caused the spacecraft, which provided the majority of satellite communications services in the Atlantic area, to go out of service. All efforts to correct this fault have been unsuccessful so far. There is presently no indication that INTELSAT III (F-2) will become operationally available.

Shortly after the failure, INTELSAT I (Early Bird) was brought back into service, and by 0400 GMT on July 1, 78 percent of the Atlantic service had been restored. The only locations to which direct satellite service has not been provided are Puerto Rico and Mexico. Other arrangements are being made to serve this traffic. Television will require the surrender of sufficient service to provide the capability. Arrangements are being made, where possible, to provide television between Europe and North America on a two-hop basis, between England and Japan and Japan and the U. S.

A new INTELSAT III (F-5) satellite has been shipped to Cape Kennedy, Florida with a launch scheduled for July 18. This satellite is planned to serve the Atlantic area.

NATIONAL TELECOMMUNICATIONS

*1. Report to Senator Pastore

The DTM prepared and forwarded a report on July 11 on the current status of Federal communications in support of civil disturbance control. Inputs were obtained from Department of the Army, the FBI, the GSA, the Attorney General and the AT&T.

* 2. Assistance to the White House

Technical data was provided White House staff personnel concerning a proposed internal communications system.

3. Teleprocessing

The evolving concept of an OTM program in the field of teleprocessing, which has been coordinated informally with various interested Government elements over the past several months, was presented this week to representatives of the American Telephone and Telegraph Company (AT&T), the International Business Machines Corporation (IBM), and the Military Communications-Electronics Board (MCEB) of the Department of Defense.

Telecommunications

July 14, 1969

MEMORANDUM FOR GENERAL O'CONNELL

I am concerned in view of the recent developments that I should enhance somewhat my understanding of satellite communications technology and its capabilities. I have requested from NASA a 45-minute briefing on this subject.

I think it would be wise if I were also apprised of the Defense and intelligence aspects of satellite communications technology. Could you arrange a similar 30-45 minute briefing on this subject, to include any pending procurements by DOD or NSA. I want to make sure I am fully aware of what is going on and what is planned, so any appropriate level of classification is acceptable.

Clay T. Whitehead
Staff Assistant

cc: Mr. Flanigan
Mr. Whitehead
Central Files

CTWhitehead:ed

July 14, 1969

MEMORANDUM FOR KEN BE LIEU

On Thursday, July 17, I will be meeting with Mr. Allan Zenowitz, who is under consideration for the post of Director of Telecommunications Management. I am meeting with Mr. Zenowitz at the request of Senator Brooke's office.

It is possible, but unlikely, that Mr. Zenowitz is the type of individual required. I simply wanted you to be aware of the request and our response.

Clay T. Whitehead
Staff Assistant

cc: Mr. Flanigan
Mr. Flemming
Mr. Trent
Mr. Whitehead
Central Files

CTWhitehead:ed

File communication

July 14, 1969

MEMORANDUM FOR

Dr. Willis Shapley
Associate Deputy Administrator
National Aeronautics and Space Administration

Would you please arrange a 30-45 minute briefing for me on the general subject of communications satellite technology, current and projected near future. I am interested primarily in those aspects relevant to the relative capabilities of the space segment and the ground stations, tradeoffs between the two and the interaction between power, beam width, and orbital parking capacity.

Mr. Walter Hinchman has been working with me on a number of communications issues and I would appreciate it if you would have the appropriate people work with him in planning the content of the briefing. He can be reached on Code 145, Ext. 2161.

Clay T. Whitehead
Staff Assistant

cc: Mr. Flanigan
Mr. Hinchman
Mr. Whitehead
Central Files

CTWhitehead:ed