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UNITED STATES OF AMERICA
GENERAL SERVICES ADMINISTRATION

*Federal Preparedness Agency
Washington, DC 20405*



DEC 17 1976

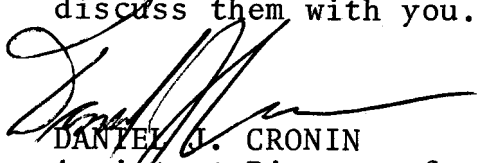
MEMORANDUM FOR THE HONORABLE RONALD H. NESSEN

SUBJECT: Documents Requested on the Emergency
Broadcast System

At the conclusion of your briefing on the background and support of the existing capability for handling Federal Government emergency public information at the Federal Preparedness Agency Western Virginia Operations Office (FPA/WVOO) on November 30, you requested two copies of documents displayed there on the Emergency Broadcast System.

Attached are two copies of each of the documents displayed with the exception of Emergency Broadcast System Procedures. The delay in forwarding these documents was occasioned by the need for U.S. Army Interagency Communications Agency (USAICA) to obtain a second copy of Emergency Broadcast System Procedures from Aerospace Defense Command. Upon receipt by USAICA, it will be forwarded to you.

As soon as you are able to approve the Basic Plan for Federal Government Emergency Information submitted last May, we will be prepared to implement it in accordance with the guidance contained therein. If you have any questions about the plan or about the information provided in the special briefing and tour of FPA/WVOO, we will, of course, be pleased to discuss them with you.


DANIEL J. CRONIN
Assistant Director for
Conflict Preparedness

Attachments

FOREWORD

The national Emergency Broadcast System (EBS) provides the President and Federal Government authorities a readily available, reliable, and low-cost means of emergency communication with the American people. It backs up the normal means of arranging a nationwide broadcast through the radio and television networks and affords a capability in grave emergencies when national communications resources have been disrupted. National EBS broadcasts may be used to reassure and give direction to the American people regarding survival and recovery of the nation.

The EBS makes use of the nation's commercial and educational radio and television broadcast services, which are provided on a voluntary, organized basis. Individual stations are specifically authorized by the FCC to participate in the EBS.

These procedures describe and provide the means for Federal Government agencies and personnel to activate and terminate the EBS and to test communications equipment and circuits.



Clay T. Whitehead
Director

This manual replaces the Emergency Broadcast System Procedures Manual, dated October 1972, and is effective March 15, 1974. Most of the changes are essentially administrative to improve the readability and delete details that are included in WHCA/CONAD/USAICA procedures/checklists. Certain other changes, such as the deletion of the Abbreviated Test, are the results of Government/Industry coordination and agreement.

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Part I. GENERAL

1. Authority.

The national-level EBS will be activated only at the direction of the President.

The White House establishes requirements and directs activation, termination, and testing of the EBS.

The Office of Telecommunications Policy, supported by the FCC, develops the EBS to assure that the system realizes its full potential, and tasks Federal Departments and Agencies to implement, operate, and improve the system. OTP also conducts planning review of the EBS and coordinates the national telecommunications resources involved.

The Federal Communications Commission provides for the voluntary participation by the broadcast industry and the communications common carriers in the EBS.

2. Applicability.

The procedures apply to all organizations participating in the design of the EBS and to users of the government-funded 300 and 500 activation networks. The users are White House Communications Agency (WHCA), Continental Air Defense Command (CONAD), U.S. Army Interagency Communications Agency (USAICA), the Associated Press (AP), United Press International (UPI), American Telephone and Telegraph Company (AT&T), and the radio and television broadcast networks.

3. Definitions.

CONAD - Continental Air Defense Command, the United States component of NORAD, the North American Air Defense Command.

EAN - Emergency Action Notification, the order to activate the national-level Emergency Broadcast System.

NIAC Order - Instructions for configuring the national EBS network from a specified location, developed by the National Industry Advisory Committee.

NPR - National Public Radio.

PBS - Public Broadcasting Service.

Program Feed - The capability for program input into the national EBS network from the President's location to the specified location associated with a given NIAC Order. Establishment of program feed is the responsibility of the WHCA Trip Officer.

USAICA - U.S. Army Interagency Communications Agency.

WHCA - White House Communications Agency.

WHCA Trip Officer - The White House Communications Agency Officer in charge of communications who accompanies the President. All references to the Trip Officer imply action by the WHCA Duty Officer when the President is not accompanied by a Trip Officer.

4. Concept of Operations.

a. Activation. When the President decides to activate the national-level EBS, he will give the order to the WHCA Duty Officer or Trip Officer, who notifies one of the origination points (CONAD or USAICA) by telephone or radio. At the origination point, the Systems Controller or his communications center assistant* releases a teletype message over the 500 Net. This message, containing the Emergency Action Notification and the NIAC Order number, reaches key offices of the broadcast networks, AP and UPI, and AT&T. The broadcast networks send the EAN to their affiliated stations by internal network alerting systems. AP and UPI, after confirmation on the 300 Net, transmit a teletype message over their Radio Wire Teletype Networks. Broadcast stations transmit the FCC attention signal and an emergency action broadcast announcement over the air and follow their EBS checklist. The telephone company uses the NIAC Order to establish the EBS program network. If any link in the activation chain is broken, contingency and back-up procedures are available.

b. Termination. As in activation, a Presidential decision is required to terminate the national-level EBS. The means of disseminating the termination message are the same as for activation.

*Systems Controller or communications center assistant when used in this manual refers also to the CONAD Command Director or Systems Controller when CONAD is the origination point.

c. Changing a NIAC Order. If the President moves to a different location during a period of time when the EBS is activated, it may be necessary to instruct the telephone company to configure the network under a different NIAC Order. If so, the WHCA Trip Officer calls one of the origination points and directs that a NIAC Order change message be sent over the 500 Net.

d. Testing. Two levels of Government initiated testing of the activation procedures and equipment are provided.

(1) Closed Circuit Test is the most complete. It is initiated on a scheduled or random basis not more than once a month and not less than once every three months after prior FCC approval. It exercises the WHCA telephone call, 500 Net, 300 Net, network alerting, NIAC Order activation, Radio Wire Teletype Networks transmission, and WHCA test broadcast which is monitored by participating broadcast stations. Stations do not put the broadcast on the air.

(2) A 500/300 Net Test is initiated weekly on a scheduled or random basis, alternating between CONAD and USAICA. It exercises the 500 and 300 Nets, provides training for operators and exercises WHCA/CONAD/USAICA procedures.

5. Use of Checklists.

Step-by-step procedures/checklists are issued within WHCA, CONAD and USAICA. They are devised by operating personnel involved to insure prompt, reliable completion of all the necessary actions for each procedure. Persons performing the procedures should keep the written checklists open before them each time an EBS activity is in progress.

6. Changes.

OTP encourages recommendations for changes to the procedures which will improve them. Contact the EBS Project Officer, Office of Telecommunications Policy, Executive Office of the President, Washington, D.C. 20504. Telephone (202) 395-5170.

7. Authentication Materials.

All teletype transmissions and telephone calls among WHCA, USAICA/CONAD, and industry will be authenticated. Authentication lists will be furnished by the National Security Agency.

For Official Use Only

- 4 -

EBS authenticator lists are as follows:

a. EBS Initiation Authenticator List, WHCA 1. This list is classified Confidential and is issued for six month periods to WHCA, CONAD, and USAICA only. The list provides for telephone challenge and response among WHCA, CONAD and USAICA. It is used for EBS activation, termination, NIAC Order and NIAC Order change instructions and contingency actions. It includes a section to be used for tests.

b. EBS Authenticator List (Red Envelope). This "For Official Use Only" authenticator list is employed to validate transmissions used in EBS activation, termination, NIAC Order and NIAC Order changes. The same authenticator word is used in the EAN and NIAC Order messages on the EBS activation tape. This list contains both activation and termination authenticator words identified with each day of each month. In the event of a NIAC Order change occurring on the same day as an activation, the same authenticator words will be used again. This authenticator list will be distributed semi-annually by FCC to WHCA, CONAD, USAICA, to all other stations in the 500 Net, and to all broadcasting stations.

c. EBS Authenticator List (Voice) (White Envelope). This "For Official Use Only" list is used in the back-up activation procedures involving telephone calls to AP, UPI, AT&T key offices, radio and television broadcast networks. This is also used in Last Resort procedures as outlined in Part II, paragraph 4. It contains sets of words for challenge and reply. It is issued semi-annually by FCC.

d. Closed Circuit Test Authenticator Words. These are printed on the outside of the Red Envelope. The words are employed to validate teletypewriter transmissions used in Closed Circuit Tests for activation, termination, and NIAC Orders. The list contains different words for each month.

8. EBS Teletypewriter Network (500 Net).

The EBS Teletypewriter Network is a multi-point, 100 wpm system consisting of two send-receive (ASR) and twenty-five receive-only (RO) stations as shown in Figure 2. Two separate network circuits are available to provide reliability. Either of the two point-of-origin ASR stations (CONAD or USAICA) can transmit the activation, termination, and NIAC Order and NIAC Order change messages to all other stations. RO stations are located at AP and UPI, AT&T locations, broadcast networks, and WHCA. Each origination point station has a Model 28 ASR with Message Addressor and Station Selector. All other stations are equipped

For Official Use Only

with Model 28 RO equipment with an answer-back device to permit acknowledgement of message receipt to the origination point. The answer-back device is activated by operating a designated key. The acknowledgement key must be operated two times -- first actuation turns off the alarm bell; second actuation activates the answer-back generator. The Station Selector at CONAD and USAICA provides a means of automatically polling RO stations after transmission of messages. Polling acknowledgements appear sequentially on page copy of the ASR.

9. EBS Telephone Confirmation Network (300 Net).

This is a four subscriber telephone network linking CONAD, USAICA, AP and UPI stations as shown in Figure 3. Its primary purpose is to provide a means of voice confirmation to the AP and UPI control points that a concurrently transmitted EAN message is authentic, prior to its release by AP and UPI to their respective subscribers. It may also be used for emergency coordination.

10. References.

a. Statement of White House Requirements, Presidential Communications with the General Public During Periods of National Emergency, February 26, 1971. (Figure 1)

b. Letter, Military Assistant to the President, August 4, 1971.

c. FCC Rules and Regulations PART 73 - RADIO BROADCAST SERVICES, SUBPART G -- EMERGENCY BROADCAST SYSTEM.

Part II. PROCEDURES

1. Activation.

These procedures are the means for responding to the President's decision to activate the national-level EBS. Government personnel send instructions to broadcast stations, broadcast networks, and the telephone company, who prepare to receive and transmit the Presidential broadcast.

The WHCA Trip Officer contacts either CONAD or USAICA by telephone or radio. This circuit is kept open, if possible, until all actions are completed. The Trip Officer and CONAD or USAICA authenticate the order by challenge and reply. The Systems Controller or his communications center assistant transmits the EBS activation teletype message (a pre-cut tape) (Figure 4) over the 500 Net. This message has two parts: the Emergency Action Notification (EAN) and the NIAC Order number information. The message also contains controlled authenticator words. The message stops automatically during transmission for manual intervention. The first stop is solely for the purpose of a human double-check before transmitting an activation order. Other stops allow insertion of the activation date and time, NIAC Order number, and authenticator words. During transmission of the EAN, the Systems Controller telephones AP, UPI, and the other origination point (CONAD or USAICA) over the 300 Net to give verbal confirmation of the teletype order. There is a one minute delay between the EAN and NIAC Order request. This delay allows the broadcast networks time to use their internal alerting methods to relay the EAN, advising broadcast stations of the upcoming Presidential message. The NIAC Order message contains the same controlled authenticator as the EAN. Following transmission of the NIAC Order, the Systems Controller uses the Station Selector to automatically poll all receive-only stations on the 500 Net. Stations acknowledge the poll to indicate their receipt and understanding of the EAN and NIAC Order. The Systems Controller reports to the WHCA Trip Officer that EAN and NIAC Order messages have been transmitted and the status of acknowledgements. Personnel at AP and UPI receive the EAN and, after confirmation by the 300 Net, retransmit it, including the controlled authenticator words, on their Radio Wire Teletype Networks. AT&T accepts the NIAC Order and after authentication, configures a national-level EBS network. Broadcast stations take the actions specified in their EBS checklist. If the above procedures fail, the originating Systems Controller will direct his counterpart (USAICA or CONAD)

to continue the activation procedure. If the 500 Net fails, USAICA or CONAD will use the contingency procedures described in paragraph 5, or, the WHCA Trip Officer may take unilateral action with AT&T and complete EBS activation without recourse to either CONAD or USAICA. The latter procedure is in paragraph 4.

In addition to the above procedures for NIAC Order actions, the following also applies. NIAC Order 1 will originate from WTOP, Washington, D.C. under normal network operation. The WHCA Duty/Trip Officer authenticates the activation of NIAC Order 1 directly with WTOP using prearranged and agreed upon oral authentication procedures. USAICA authenticates the activation of NIAC Order 2 directly with the AT&T Test Room at Harrisburg, Pennsylvania, upon direction from the WHCA Duty/Trip Officer, using prearranged and agreed upon oral authentication procedures and initiates coordination action to assist in establishing program feed arrangements. For other than NIAC Order 1 and NIAC Order 2, the WHCA Duty/Trip Officer authenticates the activation of the NIAC Order directly with the appropriate AT&T Test Room using prearranged and agreed upon oral authentication procedures.

2. Termination.

When the President decides to terminate the national-level EBS network, a series of orders is used which restores commercial broadcasting control to broadcast stations and the networks. The sequence of events is similar to that followed for activation. The WHCA Trip Officer contacts either CONAD or USAICA by telephone or radio. The Trip Officer and CONAD or USAICA authenticate the order by challenge and reply. The Systems Controller or his communications center assistant transmits the EBS termination message (Figure 5) over the 500 Net. As soon as possible during transmission, the Systems Controller telephones AP, UPI, and the other origination point (CONAD or USAICA) over the 300 Net to give verbal confirmation of the teletype order. Following transmission the Systems Controller uses the Station Selector to automatically poll all receive-only stations on the 500 Net. Stations acknowledge the poll to indicate their receipt and understanding. The Systems Controller reports to the Trip Officer that the termination order has been received and acknowledged. Personnel at AP and UPI, after confirmation by the 300 Net, retransmit the EBS termination message on their Radio Wire Teletype Networks. Broadcast network personnel respond by preparing to recover network control. AT&T accepts the NIAC Order

termination and discontinues the NIAC Order number configuration. Broadcast stations return to normal operation, as specified in their EBS checklist. If the procedures of this paragraph fail, CONAD or USAICA will use paragraph 5 for contingency actions.

3. NIAC Order Change.

Once the EBS has been activated the President may move to a new location. It may then become necessary to change the broadcast entry point to the networks. The WHCA Trip Officer instructs either CONAD or USAICA to terminate the existing NIAC Order number and establish the new NIAC Order number. The Systems Controller or his communications center assistant transmits a message (Figure 6) over the 500 Net. He polls for acknowledgement and reports the acknowledgement to the Trip Officer.

4. Activation, WHCA to AT&T (Last Resort).

If national communications capabilities have been severely reduced, making normal activation doubtful, this method may be used. The WHCA Trip Officer uses whatever telephone capability available to call AT&T Test Rooms in New York, Chicago or Denver, in that order, until communications are established. After authentication, AT&T personnel takes action to configure the selected NIAC Order number. The WHCA Trip Officer reads the EAN two times over the established program channel and initiates the standard procedures for the Presidential message. The WHCA Trip Officer effects termination by reading an emergency action termination message over the program channel two times.

5. Contingency Procedures (CONAD and USAICA) for Actual Emergency Conditions.

Upon failure of one or more stations in the 300 Net, the originating Systems Controller will attempt to contact AP/UPI using the commercial telephone network. White Envelope authenticator words will be used to identify the callers.

Upon failure of the 500 Net, manifested by indications of garble or acknowledgement failure, the origination point may make an additional transmission of the affected message.

If stations still do not acknowledge, or upon failure of the 500 Net ASR terminal at the origination point, the Systems Controller (CONAD/USAICA) will contact his counterpart Systems Controller (USAICA/CONAD) and ask him to attempt

transmission over his ASR terminal in the 500 Net. WHCA 1 authenticator words will be used to authenticate this transfer of action.

If after the above steps have been attempted and over half of the 500 Net stations have not acknowledged receipt of the message, the origination point (USAICA/CONAD) will transmit the message orally by using the EBS back-up telephone list. The list consists of cascading telephone calls to reach industry operating points. White Envelope authenticator words will be used to identify the callers.

Procedurally, the origination point will telephone AT&T (WASH ONE), WTOP (Washington) and the AT&T Toll Test Center (New York) in the order shown. The telephone numbers provided are unlisted and will reach operating personnel capable of taking activation actions.

OTP will update the list of names and telephone numbers as often as necessary and insure the list is provided to CONAD and USAICA.

If none of the above contingency procedures are effective, the originating Systems Controller in coordination with his counterpart Systems Controller will use any communications capabilities available to either USAICA or CONAD to effect actual EBS activation or termination. The WHCA Trip Officer may also take action with AT&T in accordance with paragraph 4 above.

6. Closed Circuit Test Activation.

Closed Circuit Tests of the national-level EBS are conducted on a scheduled or random basis not more than once a month and not less than once every three months after prior FCC approval. The tests are initiated by WHCA, and are designed to simulate EBS activation and termination. While actual programs (simulated Presidential broadcasts) are fed through the EBS radio networks, these programs are not transmitted over the air, but are terminated at the broadcast stations. These tests provide training for WHCA, USAICA, CONAD, AT&T, AP, UPI, and the broadcast networks and stations.

FCC will obtain from industry representatives three or more available time windows each month. FCC will notify WHCA of these times. WHCA will notify FCC of the selected time window not less than four working days (holidays excluded) prior to a scheduled Closed Circuit Test. Unless a random Closed Circuit Test has been selected, the FCC notifies the

networks, AT&T and Wire Services of the selected time window four working days (holidays excluded) prior to the test.

At the time of the test, the Trip Officer contacts the Systems Controller (USAICA or CONAD) by telephone or radio. He orders an EBS Closed Circuit Test activation and specifies the selected NIAC Order number. The Trip Officer and CONAD or USAICA authenticate the order by challenge and reply. WHCA Duty Officer notifies WTOP, Washington, authenticates using agreed upon oral authentication procedures, and authenticates the activation of NIAC Order 1 if NIAC Order 1 is used for the test. If NIAC Order 2 is used for the test, then USAICA contacts the Harrisburg AT&T Test Center, authenticates using agreed upon oral authentication procedures, advises that WHCA has ordered activation of NIAC Order 2 for the Closed Circuit Test and initiates coordination action to assist in establishing program feed arrangements. If other than NIAC Order 1 or NIAC Order 2 is used for the test, the WHCA Duty Officer authenticates the activation of the NIAC Order with the appropriate AT&T Test Room using prearranged and agreed upon oral authentication procedures. The Systems Controller or his communications center assistant transmits the Closed Circuit Test activation tape over the 500 Net. This message tape stops automatically during transmission for manual intervention. The first stop is solely for the purpose of a human double-check before transmitting the test activation order. Other stops allow insertion of authenticator words, NIAC Order number, date and time of the test program and date and time of transmission. Simultaneously, the Systems Controller, using the 300 Net, alerts AP and UPI and confirms the authenticity of the message. Following transmission of the message, the Systems Controller or his communications center assistant uses the Station Selector on his 500 Net terminal to automatically poll all receive-only stations. Stations acknowledge the poll to indicate their receipt and understanding of the messages. The Systems Controller reports to the WHCA Trip Officer that the test message has been transmitted and acknowledged. Personnel at AP and UPI will transmit the Closed Circuit Test activation message, including the controlled authenticator words, to Radio Wire Teletype Network subscribers. Broadcast network personnel respond to the message by alerting their broadcast stations and preparing to relinquish network control. AT&T accepts the message and configures a national-level EBS network. Broadcast stations follow their EBS checklist. The teletype message for Closed Circuit Test activation is illustrated in Figure 7. Note: AP/UPI do not retransmit the Closed Circuit Test NIAC Order request.

7. Closed Circuit Test Termination.

Broadcast networks resume control of their networks on a voice Closing Cue included in the Trip Officer's broadcast announcement. AT&T responds by returning broadcast networks to normal configuration.

In addition, as part of the test exercise, to terminate the Closed Circuit Test, the Trip Officer directs CONAD or USAICA to transmit the Closed Circuit Test termination tape (Figure 8) over the 500 Net. AP and UPI, after confirmation via the 300 Net, transmit the message over the Radio Wire Teletype Networks.

8. 500/300 Net Test.

Once each week, these two nets are tested together to insure that equipment is operating, to afford training for operators and to exercise WHCA/CONAD/USAICA procedures. The origination points, CONAD and USAICA, are alternated each week by agreement. The Systems Controller or his communications center assistant transmits the 500 Teletype Net test message tape (Figure 9) over the 500 Net. This message contains no authenticator, but it does stop for manual insertion of date and time. During the transmission, the Systems Controller calls AP, UPI, and the other origination point on the 300 Net to confirm the transmission and obtain acknowledgement. At the end of the transmission, the Systems Controller or his communications center assistant uses his Station Selector to poll all receive-only stations on the 500 Net. Individual stations acknowledge the poll to indicate receipt of a good message.

NOTE: This test is not intended to be part of a sequence in which AP and UPI transmit a test message on their Radio Wire Teletype Networks, although the news services may use it for that purpose if they desire.

Part III. REPORTS

1. EBS Activation.

All agencies participating in an actual EBS activation are expected to keep a log of actions taken. If a report is required by DCA or other central authority, a special request for it will be issued on a one-time basis.

2. Closed Circuit Test.

At the conclusion of each Closed Circuit Test, the ASR station which originated the activation message and the NIAC Order number message (CONAD or USAICA) will submit a report to OTP with the following as information addressees:

WHITE HOUSE COMMUNICATIONS AGENCY
FEDERAL COMMUNICATIONS COMMISSION
CONAD or USAICA (as applicable)
DEFENSE COMMUNICATIONS AGENCY, WASHINGTON
COMPLEX DIVISION

The report will contain the following:

- a. A log of action taken in the activation and termination of the test, in chronological order (Washington, D.C., time);
- b. A listing of the RO stations which acknowledged on a delayed basis, or did not reply, and the methods used to obtain a reply; and
- c. Comments and recommendations to be included in future tests.

3. 500/300 Net Test.

At the conclusion of the weekly 500/300 Net test, the ASR station who originated the test (CONAD and USAICA on alternate weeks) will submit a message report to OTP, with the following information addressees:

WHITE HOUSE COMMUNICATIONS AGENCY
FEDERAL COMMUNICATIONS COMMISSION
CONAD or USAICA (as applicable)
DEFENSE COMMUNICATIONS AGENCY, WASHINGTON
COMPLEX DIVISION

This report will show the RO stations which acknowledged on a delayed basis, or did not reply, and the methods used to obtain a reply.

4. Quarterly Reports.

Within thirty days after the end of each calendar quarter, DCA/WCD will submit a summary and analysis of the EBS tests for the quarter to OTP.

February 26, 1971

Presidential Communications
with the General Public
During Periods of National Emergency

STATEMENT OF WHITE HOUSE REQUIREMENTS

Basic Requirement:

During periods of national emergency, reliable communications are required to enable the President to reassure and give direction to the populace regarding survival and recovery of the nation.

Assumptions:

a. The nongovernment communications industry will, in view of their expressed and demonstrated willingness to assist the Federal Government in the establishment of an Emergency Broadcast System unreservedly make their facilities available for emergency use, and provide personnel to assist in the formulation of emergency communications plans. The industry can also be expected to bear a portion of the cost of any special arrangements required, particularly in those instances in which such arrangements may find gainful application in the normal commercial enterprises of the industry.

b. Existing facilities of the nongovernment communications industry will, if utilized to the maximum advantage, prove adequate for emergency Presidential use. Because of the substantial number of facilities available, by-pass and backup arrangements can be provided in such depth as to assure a high probability of survival despite the infliction of severe damage to the system as a whole.

The Emergency Broadcast System is considered to comprise all nongovernment communications facilities designated and authorized by the FCC to operate during periods of national emergency for the purpose of meeting the basic requirement.

Figure 1.

Guiding Principles:

a. In view of the fact appreciable costs would accrue to the Federal Government for the construction of special radio and television stations designed for use on non-government frequencies, and because of problems inherent in the operation of such stations and the limited day-to-day application of such facilities, it is desirable that existing privately owned facilities be utilized by the President in communicating with the populace.

b. Emergency communications facilities provided for the President's use in communicating with the populace must be configured and arranged in such a manner so as to provide a capability under the most severe circumstances.

Operational Requirements:

a. The President requires a capability to address the nation both orally (AM/FM radio/TV audio) and visually (TV) on short notice regardless of his whereabouts. To this end, the following specific operational features must be provided:

(1) Radio and Television Audio - From a "cold" start, automatic or "seize-key" availability is desirable. It is recognized, however, that the technical arrangements inherent in the provision of such a capability are prohibitively expensive. Current commercial radio and television network procedures suggest that an availability within five (5) minutes following notification is a realistic capability. Accordingly, these procedures are acceptable for the present, however, improved procedures should be exploited where possible.

(2) Live Television Video and Sound - A reaction time of three (3) hours following notification is acceptable for the provision of a live television transmitting capability. Necessary technical arrangements and constraints listed in paragraph 2. of the Guiding Principles dictate that the President will proceed to, and speak from, locations where adequate commercial video transmitting facilities already exist. No expenditures by the non-government communications industry for special equipment or facilities to support this requirement, other than special arrangements referred to in paragraph a. of the Assumptions are requested or required.

b. All Presidential broadcasts during periods of national emergency will be "live". Such prerecordings as may be required to provide continuity of program service for the Emergency Broadcast System will be prepared as directed by the Department of Defense.

c. Once constituted, the Emergency Broadcast System must remain available as a network until its participating facilities are specifically released by Presidential authority and directed to shift to some other mode of operation. The White House, however, interposes no objection to the planned emergency utilization by other departments and agencies of facilities designated for Presidential use provided:

(1) The facilities have been activated by Presidential direction.

(2) The President is not actually speaking to the nation over the facilities.

In all such instances, however, Presidential priority must be preserved by a "seize-key" control feature which would enable the system to revert to Presidential use.

d. The White House encourages day-to-day use of emergency facilities for such purposes as may be authorized, provided that such use (1) provides realistic training in emergency operating modes, (2) contributes to or enhances the development of desired optimum emergency systems, (3) will not delay the establishment of the Emergency Broadcast System in the event of an actual emergency, and (4) provides at all times for the exercise of Presidential priority as set forth in the preceding paragraph.

Reliability/Survivability:

a. Communications facilities through which the President will communicate with the populace under emergency conditions will be configured and arranged in such a manner so as to provide a high degree of assurance that a portion of the total system capability, sufficient for the satisfaction of the basic requirements, would be available to the President under the most adverse conditions.

Figure 1. (Cont.)

b. During emergencies short of an attack on the United States, adequate intercity private line communications circuits should be available to support the basic requirement. However, during an attack or heavy destruction resulting from an attack, sufficient circuit facilities may not be available in some areas to support this basic requirement as well as other critical Presidential, command and control, and intelligence circuits pertaining to the attack. In such cases, the established priority of restoration of circuits will be changed only at the direction of the President.

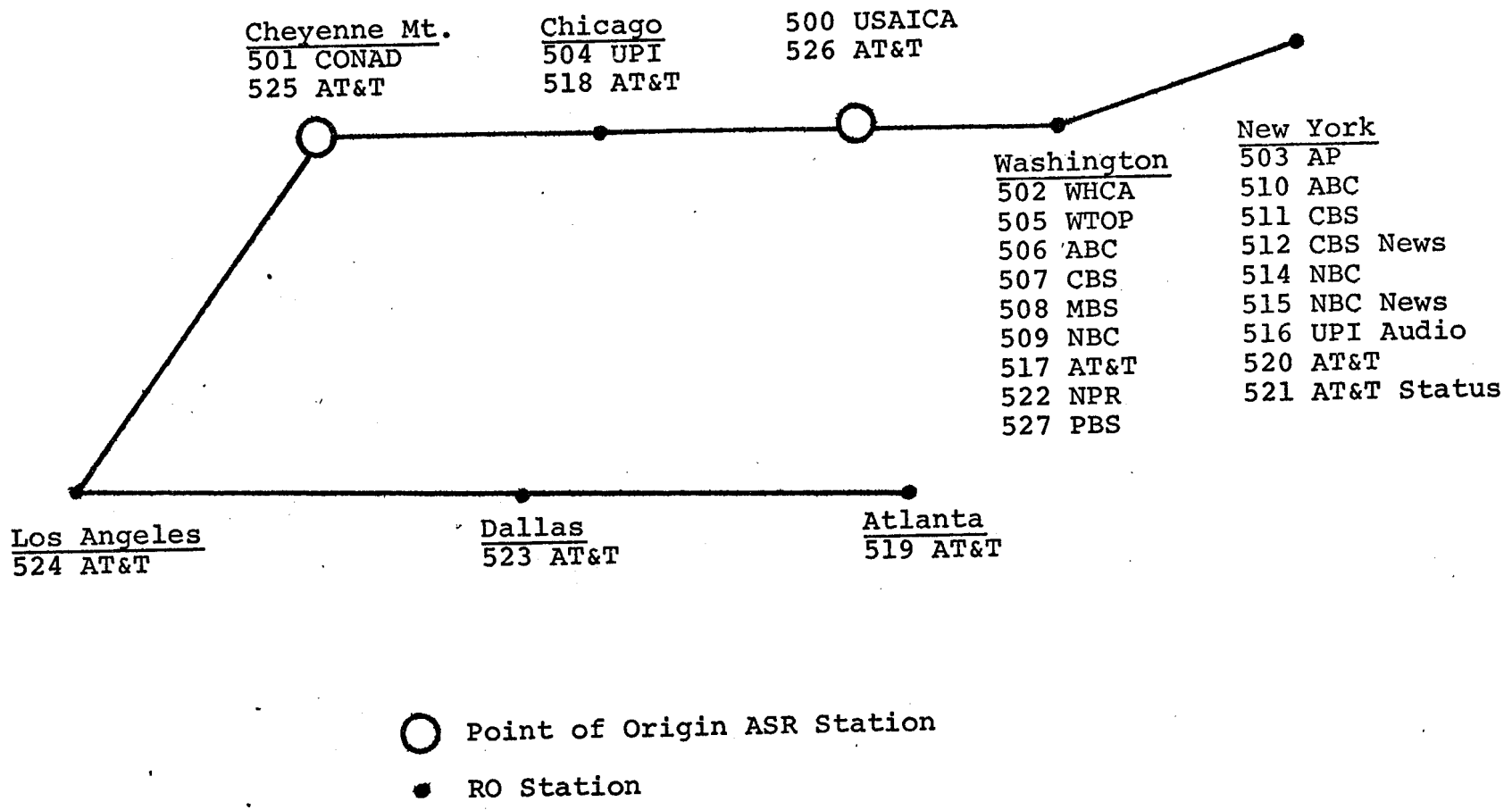


Figure 2. EBS Teletypewriter Network (500 Net)

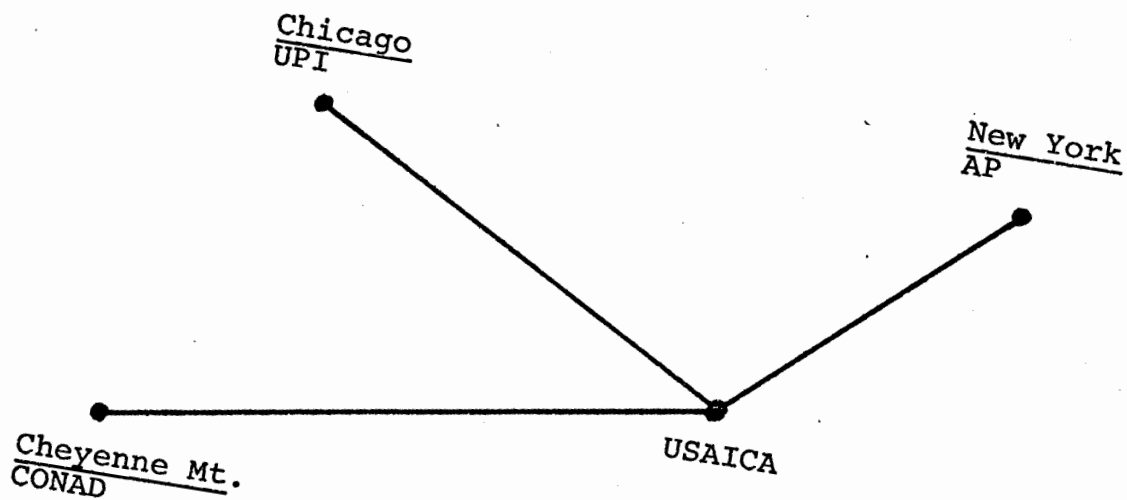


Figure 3. EBS Telephone Confirmation Network (300 Net)

USAICA/CONAD SENDS

USAICA/CONAD CHECK TAPE

XX

THIS IS AN EMERGENCY ACTION NOTIFICATION REQUESTED BY THE WHITE HOUSE. THE AUTHENTICATOR WORD FOR THIS NOTIFICATION IS

_____. ALL STATIONS FOLLOW PROCEDURES IN THE EBS CHECKLIST FOR NATIONAL-LEVEL EMERGENCY. THE PRESIDENT OF THE UNITED STATES OR HIS DESIGNATED REPRESENTATIVE WILL SHORTLY DELIVER A MESSAGE OVER THE EMERGENCY BROADCAST SYSTEM.

THE AUTHENTICATOR WORD IS _____.
_____, WASHINGTON, D.C. TIME.

XX

S T A N D B Y

XX

ACTIVATION OF THE EMERGENCY BROADCAST SYSTEM HAS BEEN REQUESTED BY THE WHITE HOUSE. IMMEDIATE IMPLEMENTATION OF NIAC ORDER _____ IS REQUESTED.

THE AUTHENTICATOR WORD IS _____.
_____, WASHINGTON, D.C. TIME.

XX

ACKNOWLEDGE

Figure 4. Teletype Tape, EBS Activation

USAICA/CONAD SENDS

USAICA/CONAD CHECK TAPE

XX

THIS IS AN EMERGENCY ACTION TERMINATION. THE AUTHENTICATOR
WORD IS _____ . ALL STATIONS FOLLOW THE EBS
CHECKLIST FOR TERMINATION PROCEDURES.

THE AUTHENTICATOR WORD IS _____ .
_____, WASHINGTON, D.C. TIME.

XX

ACKNOWLEDGE

Figure 5. Teletype Tape, EBS Termination

USAICA/CONAD SENDS

USAICA/CONAD CHECK TAPE

XX

TERMINATION OF NIAC ORDER _____ IS REQUESTED. IMMEDIATE

IMPLEMENTATION OF NIAC ORDER _____ IS REQUESTED.

THE AUTHENTICATOR WORD IS _____.

_____, WASHINGTON, D.C. TIME.

XX

ACKNOWLEDGE

Figure 6. Teletype Tape, NIAC Order Change

USAICA/CONAD SENDS

USAICA/CONAD CHECK TAPE

XX

THIS IS A CLOSED CIRCUIT TEST OF THE EMERGENCY BROADCAST SYSTEM.

DO NOT BROADCAST THIS MESSAGE. DO NOT BROADCAST THE AUDIO

PROGRAM. THE TEST AUTHENTICATOR WORD IS _____ . THIS

MESSAGE AUTHORIZES A CLOSED CIRCUIT TEST OF THE EMERGENCY

BROADCAST SYSTEM. MONITOR RADIO NETWORK LINES

FOR CLOSED CIRCUIT TEST PROGRAM. ALL STATIONS FOLLOW PROCEDURES

IN THE EBS CHECKLIST FOR CLOSED CIRCUIT TESTS. THE TEST

AUTHENTICATOR WORD IS _____ .

_____, WASHINGTON, D.C. TIME.

XX

S T A N D B Y

XX

THIS IS A CLOSED CIRCUIT TEST OF THE EMERGENCY BROADCAST SYSTEM.

DO NOT BROADCAST THIS MESSAGE. DO NOT BROADCAST THE AUDIO

PROGRAM. THE TEST AUTHENTICATOR WORD IS _____ .

IMMEDIATE IMPLEMENTATION OF NIAC ORDER _____ IS REQUESTED.

THE TEST PROGRAM WILL BEGIN AT

_____, WASHINGTON, D.C. TIME.

DEACTIVATE NIAC ORDER _____ ON THE FOLLOWING AURAL CUE;

"THIS CONCLUDES THE CLOSED CIRCUIT TEST OF THE EMERGENCY

BROADCAST SYSTEM." THE TEST AUTHENTICATOR WORD IS _____ .

_____, WASHINGTON, D.C. TIME.

XX

ACKNOWLEDGE

Figure 7. Teletype Tape, Closed Circuit Test Activation

USAICA/CONAD SENDS

USAICA/CONAD CHECK TAPE

XX

THIS IS AN EBS CLOSED CIRCUIT TEST TERMINATION.

THE AUTHENTICATOR WORD FOR THIS TERMINATION IS

_____. THE CLOSED CIRCUIT TEST WAS TERMINATED

AT _____, WASHINGTON, D.C. TIME.

THE AUTHENTICATOR WORD IS _____.

_____, WASHINGTON, D.C. TIME.

XX

ACKNOWLEDGE

Figure 8. Teletype Tape, Closed Circuit Test Termination

USAICA/CONAD SENDS

XX

THIS IS A ROUTINE TEST OF THE 500 NET TELETYPEWRITER EQUIPMENT AND CIRCUITRY. IF REPETITIVE TROUBLE IS BEING EXPERIENCED PLEASE DO NOT ACKNOWLEDGE AND OUR TECHNICAL STAFF WILL CONTACT YOU BY TELEPHONE WITHIN FIVE MINUTES.

TESTING EMERGENCY ACTION NOTIFICATION PROCEDURES--REPEAT--
TESTING EMERGENCY ACTION NOTIFICATION PROCEDURES. IF THIS WERE NOT A TEST YOU WOULD RECEIVE THE EMERGENCY ACTION NOTIFICATION MESSAGE CONTAINING AUTHENTICATOR WORDS. ANOTHER MESSAGE WOULD IMMEDIATELY FOLLOW REQUESTING SPECIFIC NIAC ORDER ARRANGEMENTS AND THE SAME MESSAGE AUTHENTICATOR WORDS TRANSMITTED AGAIN. TESTING EMERGENCY ACTION NOTIFICATION PROCEDURES--REPEAT--TESTING EMERGENCY ACTION NOTIFICATION PROCEDURES. END OF MESSAGE.

_____, WASHINGTON, D.C. TIME.

XX

ACKNOWLEDGE

Figure 9. Teletype Tape, 500 Net Test

DISTRIBUTION

WHCA	15
CONAD	20
USAICA	5
GSA	1
DCA/WCD	1
DCPA	1
FCC	3
NAB	2
AT&T	10
AP	2
UPI	2
ABC	2
CBS	2
NBC	2
MBS	2
NPR	2
PBS	2
WTOP	2



EBS

Emergency Broadcast System

EMERGENCY ACTION NOTIFICATION

IMMEDIATELY advise studio control operator upon receipt of any EBS message in the following AP/UPI format:

Message Format

EAN ACTIVATION, TERMINATION AND TESTS

- 1 | Full Line of X's
- 2 | 10-Bell Alarm
- 3 | Message
- 4 | Full Line of X's
- 5 | 10-Bell Alarm

See EBS CHECK LIST for message content and instructions

**IMMEDIATELY ADVISE STUDIO CONTROL
UPON RECEIPT OF ANY EBS MESSAGE**

Post these instructions at AP/UPI teletype machines



FOR OFFICIAL USE ONLY



**EXECUTIVE OFFICE
OF THE PRESIDENT**

OFFICE OF TELECOMMUNICATIONS POLICY

**EMERGENCY BROADCAST SYSTEM
PROCEDURES MANUAL**



**JANUARY 1974
(replaces October 1972)**

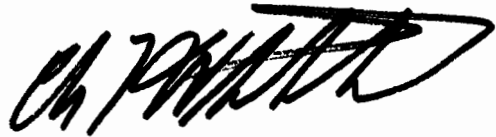
FOR OFFICIAL USE ONLY

FOREWORD

The national Emergency Broadcast System (EBS) provides the President and Federal Government authorities a readily available, reliable, and low-cost means of emergency communication with the American people. It backs up the normal means of arranging a nationwide broadcast through the radio and television networks and affords a capability in grave emergencies when national communications resources have been disrupted. National EBS broadcasts may be used to reassure and give direction to the American people regarding survival and recovery of the nation.

The EBS makes use of the nation's commercial and educational radio and television broadcast services, which are provided on a voluntary, organized basis. Individual stations are specifically authorized by the FCC to participate in the EBS.

These procedures describe and provide the means for Federal Government agencies and personnel to activate and terminate the EBS and to test communications equipment and circuits.



Clay T. Whitehead
Director

This manual replaces the Emergency Broadcast System Procedures Manual, dated October 1972, and is effective March 15, 1974. Most of the changes are essentially administrative to improve the readability and delete details that are included in WHCA/CONAD/USAICA procedures/ checklists. Certain other changes, such as the deletion of the Abbreviated Test, are the results of Government/ Industry coordination and agreement.

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Part I. GENERAL

1. Authority.

The national-level EBS will be activated only at the direction of the President.

The White House establishes requirements and directs activation, termination, and testing of the EBS.

The Office of Telecommunications Policy, supported by the FCC, develops the EBS to assure that the system realizes its full potential, and tasks Federal Departments and Agencies to implement, operate, and improve the system. OTP also conducts planning review of the EBS and coordinates the national telecommunications resources involved.

The Federal Communications Commission provides for the voluntary participation by the broadcast industry and the communications common carriers in the EBS.

2. Applicability.

The procedures apply to all organizations participating in the design of the EBS and to users of the government-funded 300 and 500 activation networks. The users are White House Communications Agency (WHCA), Continental Air Defense Command (CONAD), U.S. Army Interagency Communications Agency (USAICA), the Associated Press (AP), United Press International (UPI), American Telephone and Telegraph Company (AT&T), and the radio and television broadcast networks.

3. Definitions.

CONAD - Continental Air Defense Command, the United States component of NORAD, the North American Air Defense Command.

EAN - Emergency Action Notification, the order to activate the national-level Emergency Broadcast System.

NIAC Order - Instructions for configuring the national EBS network from a specified location, developed by the National Industry Advisory Committee.

NPR - National Public Radio.

PBS - Public Broadcasting Service.

Program Feed - The capability for program input into the national EBS network from the President's location to the specified location associated with a given NIAC Order. Establishment of program feed is the responsibility of the WHCA Trip Officer.

USAICA - U.S. Army Interagency Communications Agency.

WHCA - White House Communications Agency.

WHCA Trip Officer - The White House Communications Agency Officer in charge of communications who accompanies the President. All references to the Trip Officer imply action by the WHCA Duty Officer when the President is not accompanied by a Trip Officer.

4. Concept of Operations.

a. Activation. When the President decides to activate the national-level EBS, he will give the order to the WHCA Duty Officer or Trip Officer, who notifies one of the origination points (CONAD or USAICA) by telephone or radio. At the origination point, the Systems Controller or his communications center assistant* releases a teletype message over the 500 Net. This message, containing the Emergency Action Notification and the NIAC Order number, reaches key offices of the broadcast networks, AP and UPI, and AT&T. The broadcast networks send the EAN to their affiliated stations by internal network alerting systems. AP and UPI, after confirmation on the 300 Net, transmit a teletype message over their Radio Wire Teletype Networks. Broadcast stations transmit the FCC attention signal and an emergency action broadcast announcement over the air and follow their EBS checklist. The telephone company uses the NIAC Order to establish the EBS program network. If any link in the activation chain is broken, contingency and back-up procedures are available.

b. Termination. As in activation, a Presidential decision is required to terminate the national-level EBS. The means of disseminating the termination message are the same as for activation.

*Systems Controller or communications center assistant when used in this manual refers also to the CONAD Command Director or Systems Controller when CONAD is the origination point.

c. Changing a NIAC Order. If the President moves to a different location during a period of time when the EBS is activated, it may be necessary to instruct the telephone company to configure the network under a different NIAC Order. If so, the WHCA Trip Officer calls one of the origination points and directs that a NIAC Order change message be sent over the 500 Net.

d. Testing. Two levels of Government initiated testing of the activation procedures and equipment are provided.

(1) Closed Circuit Test is the most complete. It is initiated on a scheduled or random basis not more than once a month and not less than once every three months after prior FCC approval. It exercises the WHCA telephone call, 500 Net, 300 Net, network alerting, NIAC Order activation, Radio Wire Teletype Networks transmission, and WHCA test broadcast which is monitored by participating broadcast stations. Stations do not put the broadcast on the air.

(2) A 500/300 Net Test is initiated weekly on a scheduled or random basis, alternating between CONAD and USAICA. It exercises the 500 and 300 Nets, provides training for operators and exercises WHCA/CONAD/USAICA procedures.

5. Use of Checklists.

Step-by-step procedures/checklists are issued within WHCA, CONAD and USAICA. They are devised by operating personnel involved to insure prompt, reliable completion of all the necessary actions for each procedure. Persons performing the procedures should keep the written checklists open before them each time an EBS activity is in progress.

6. Changes.

OTP encourages recommendations for changes to the procedures which will improve them. Contact the EBS Project Officer, Office of Telecommunications Policy, Executive Office of the President, Washington, D.C. 20504. Telephone (202) 395-5170.

7. Authentication Materials.

All teletype transmissions and telephone calls among WHCA, USAICA/CONAD, and industry will be authenticated. Authentication lists will be furnished by the National Security Agency.

EBS authenticator lists are as follows:

- a. EBS Initiation Authenticator List, WHCA 1. This list is classified Confidential and is issued for six month periods to WHCA, CONAD, and USAICA only. The list provides for telephone challenge and response among WHCA, CONAD and USAICA. It is used for EBS activation, termination, NIAC Order and NIAC Order change instructions and contingency actions. It includes a section to be used for tests.
- b. EBS Authenticator List (Red Envelope). This "For Official Use Only" authenticator list is employed to validate transmissions used in EBS activation, termination, NIAC Order and NIAC Order changes. The same authenticator word is used in the EAN and NIAC Order messages on the EBS activation tape. This list contains both activation and termination authenticator words identified with each day of each month. In the event of a NIAC Order change occurring on the same day as an activation, the same authenticator words will be used again. This authenticator list will be distributed semi-annually by FCC to WHCA, CONAD, USAICA, to all other stations in the 500 Net, and to all broadcasting stations.
- c. EBS Authenticator List (Voice) (White Envelope). This "For Official Use Only" list is used in the back-up activation procedures involving telephone calls to AP, UPI, AT&T key offices, radio and television broadcast networks. This is also used in Last Resort procedures as outlined in Part II, paragraph 4. It contains sets of words for challenge and reply. It is issued semi-annually by FCC.
- d. Closed Circuit Test Authenticator Words. These are printed on the outside of the Red Envelope. The words are employed to validate teletypewriter transmissions used in Closed Circuit Tests for activation, termination, and NIAC Orders. The list contains different words for each month.

8. EBS Teletypewriter Network (500 Net).

The EBS Teletypewriter Network is a multi-point, 100 wpm system consisting of two send-receive (ASR) and twenty-five receive-only (RO) stations as shown in Figure 2. Two separate network circuits are available to provide reliability. Either of the two point-of-origin ASR stations (CONAD or USAICA) can transmit the activation, termination, and NIAC Order and NIAC Order change messages to all other stations. RO stations are located at AP and UPI, AT&T locations, broadcast networks, and WHCA. Each origination point station has a Model 28 ASR with Message Addressor and Station Selector. All other stations are equipped

with Model 28 RO equipment with an answer-back device to permit acknowledgement of message receipt to the origination point. The answer-back device is activated by operating a designated key. The acknowledgement key must be operated two times -- first actuation turns off the alarm bell; second actuation activates the answer-back generator. The Station Selector at CONAD and USAICA provides a means of automatically polling RO stations after transmission of messages. Polling acknowledgements appear sequentially on page copy of the ASR.

9. EBS Telephone Confirmation Network (300 Net).

This is a four subscriber telephone network linking CONAD, USAICA, AP and UPI stations as shown in Figure 3. Its primary purpose is to provide a means of voice confirmation to the AP and UPI control points that a concurrently transmitted EAN message is authentic, prior to its release by AP and UPI to their respective subscribers. It may also be used for emergency coordination.

10. References.

- a. Statement of White House Requirements, Presidential Communications with the General Public During Periods of National Emergency, February 26, 1971. (Figure 1)
- b. Letter, Military Assistant to the President, August 4, 1971.
- c. FCC Rules and Regulations PART 73 - RADIO BROADCAST SERVICES, SUBPART G -- EMERGENCY BROADCAST SYSTEM.

Part II. PROCEDURES

1. Activation.

These procedures are the means for responding to the President's decision to activate the national-level EBS. Government personnel send instructions to broadcast stations, broadcast networks, and the telephone company, who prepare to receive and transmit the Presidential broadcast.

The WHCA Trip Officer contacts either CONAD or USAICA by telephone or radio. This circuit is kept open, if possible, until all actions are completed. The Trip Officer and CONAD or USAICA authenticate the order by challenge and reply. The Systems Controller or his communications center assistant transmits the EBS activation teletype message (a pre-cut tape) (Figure 4) over the 500 Net. This message has two parts: the Emergency Action Notification (EAN) and the NIAC Order number information. The message also contains controlled authenticator words. The message stops automatically during transmission for manual intervention. The first stop is solely for the purpose of a human double-check before transmitting an activation order. Other stops allow insertion of the activation date and time, NIAC Order number, and authenticator words. During transmission of the EAN, the Systems Controller telephones AP, UPI, and the other origination point (CONAD or USAICA) over the 300 Net to give verbal confirmation of the teletype order. There is a one minute delay between the EAN and NIAC Order request. This delay allows the broadcast networks time to use their internal alerting methods to relay the EAN, advising broadcast stations of the upcoming Presidential message. The NIAC Order message contains the same controlled authenticator as the EAN. Following transmission of the NIAC Order, the Systems Controller uses the Station Selector to automatically poll all receive-only stations on the 500 Net. Stations acknowledge the poll to indicate their receipt and understanding of the EAN and NIAC Order. The Systems Controller reports to the WHCA Trip Officer that EAN and NIAC Order messages have been transmitted and the status of acknowledgements. Personnel at AP and UPI receive the EAN and, after confirmation by the 300 Net, retransmit it, including the controlled authenticator words, on their Radio Wire Teletype Networks. AT&T accepts the NIAC Order and after authentication, configures a national-level EBS network. Broadcast stations take the actions specified in their EBS checklist. If the above procedures fail, the originating Systems Controller will direct his counterpart (USAICA or CONAD)

to continue the activation procedure. If the 500 Net fails, USAICA or CONAD will use the contingency procedures described in paragraph 5, or, the WHCA Trip Officer may take unilateral action with AT&T and complete EBS activation without recourse to either CONAD or USAICA. The latter procedure is in paragraph 4.

In addition to the above procedures for NIAC Order actions, the following also applies. NIAC Order 1 will originate from WTOP, Washington, D.C. under normal network operation. The WHCA Duty/Trip Officer authenticates the activation of NIAC Order 1 directly with WTOP using prearranged and agreed upon oral authentication procedures. USAICA authenticates the activation of NIAC Order 2 directly with the AT&T Test Room at Harrisburg, Pennsylvania, upon direction from the WHCA Duty/Trip Officer, using prearranged and agreed upon oral authentication procedures and initiates coordination action to assist in establishing program feed arrangements. For other than NIAC Order 1 and NIAC Order 2, the WHCA Duty/Trip Officer authenticates the activation of the NIAC Order directly with the appropriate AT&T Test Room using prearranged and agreed upon oral authentication procedures.

2. Termination.

When the President decides to terminate the national-level EBS network, a series of orders is used which restores commercial broadcasting control to broadcast stations and the networks. The sequence of events is similar to that followed for activation. The WHCA Trip Officer contacts either CONAD or USAICA by telephone or radio. The Trip Officer and CONAD or USAICA authenticate the order by challenge and reply. The Systems Controller or his communications center assistant transmits the EBS termination message (Figure 5) over the 500 Net. As soon as possible during transmission, the Systems Controller telephones AP, UPI, and the other origination point (CONAD or USAICA) over the 300 Net to give verbal confirmation of the teletype order. Following transmission the Systems Controller uses the Station Selector to automatically poll all receive-only stations on the 500 Net. Stations acknowledge the poll to indicate their receipt and understanding. The Systems Controller reports to the Trip Officer that the termination order has been received and acknowledged. Personnel at AP and UPI, after confirmation by the 300 Net, retransmit the EBS termination message on their Radio Wire Teletype Networks. Broadcast network personnel respond by preparing to recover network control. AT&T accepts the NIAC Order

termination and discontinues the NIAC Order number configuration. Broadcast stations return to normal operation, as specified in their EBS checklist. If the procedures of this paragraph fail, CONAD or USAICA will use paragraph 5 for contingency actions.

3. NIAC Order Change.

Once the EBS has been activated the President may move to a new location. It may then become necessary to change the broadcast entry point to the networks. The WHCA Trip Officer instructs either CONAD or USAICA to terminate the existing NIAC Order number and establish the new NIAC Order number. The Systems Controller or his communications center assistant transmits a message (Figure 6) over the 500 Net. He polls for acknowledgement and reports the acknowledgement to the Trip Officer.

4. Activation, WHCA to AT&T (Last Resort).

If national communications capabilities have been severely reduced, making normal activation doubtful, this method may be used. The WHCA Trip Officer uses whatever telephone capability available to call AT&T Test Rooms in New York, Chicago or Denver, in that order, until communications are established. After authentication, AT&T personnel takes action to configure the selected NIAC Order number. The WHCA Trip Officer reads the EAN two times over the established program channel and initiates the standard procedures for the Presidential message. The WHCA Trip Officer effects termination by reading an emergency action termination message over the program channel two times.

5. Contingency Procedures (CONAD and USAICA) for Actual Emergency Conditions.

Upon failure of one or more stations in the 300 Net, the originating Systems Controller will attempt to contact AP/UPI using the commercial telephone network. White Envelope authenticator words will be used to identify the callers.

Upon failure of the 500 Net, manifested by indications of garble or acknowledgement failure, the origination point may make an additional transmission of the affected message.

If stations still do not acknowledge, or upon failure of the 500 Net ASR terminal at the origination point, the Systems Controller (CONAD/USAICA) will contact his counterpart Systems Controller (USAICA/CONAD) and ask him to attempt

transmission over his ASR terminal in the 500 Net. WHCA 1 authenticator words will be used to authenticate this transfer of action.

If after the above steps have been attempted and over half of the 500 Net stations have not acknowledged receipt of the message, the origination point (USAICA/CONAD) will transmit the message orally by using the EBS back-up telephone list. The list consists of cascading telephone calls to reach industry operating points. White Envelope authenticator words will be used to identify the callers.

Procedurally, the origination point will telephone AT&T (WASH ONE), WTOP (Washington) and the AT&T Toll Test Center (New York) in the order shown. The telephone numbers provided are unlisted and will reach operating personnel capable of taking activation actions.

OTP will update the list of names and telephone numbers as often as necessary and insure the list is provided to CONAD and USAICA.

If none of the above contingency procedures are effective, the originating Systems Controller in coordination with his counterpart Systems Controller will use any communications capabilities available to either USAICA or CONAD to effect actual EBS activation or termination. The WHCA Trip Officer may also take action with AT&T in accordance with paragraph 4 above.

6. Closed Circuit Test Activation.

Closed Circuit Tests of the national-level EBS are conducted on a scheduled or random basis not more than once a month and not less than once every three months after prior FCC approval. The tests are initiated by WHCA, and are designed to simulate EBS activation and termination. While actual programs (simulated Presidential broadcasts) are fed through the EBS radio networks, these programs are not transmitted over the air, but are terminated at the broadcast stations. These tests provide training for WHCA, USAICA, CONAD, AT&T, AP, UPI, and the broadcast networks and stations.

FCC will obtain from industry representatives three or more available time windows each month. FCC will notify WHCA of these times. WHCA will notify FCC of the selected time window not less than four working days (holidays excluded) prior to a scheduled Closed Circuit Test. Unless a random Closed Circuit Test has been selected, the FCC notifies the

networks, AT&T and Wire Services of the selected time window four working days (holidays excluded) prior to the test.

At the time of the test, the Trip Officer contacts the Systems Controller (USAICA or CONAD) by telephone or radio. He orders an EBS Closed Circuit Test activation and specifies the selected NIAC Order number. The Trip Officer and CONAD or USAICA authenticate the order by challenge and reply. WHCA Duty Officer notifies WTOP, Washington, authenticates using agreed upon oral authentication procedures, and authenticates the activation of NIAC Order 1 if NIAC Order 1 is used for the test. If NIAC Order 2 is used for the test, then USAICA contacts the Harrisburg AT&T Test Center, authenticates using agreed upon oral authentication procedures, advises that WHCA has ordered activation of NIAC Order 2 for the Closed Circuit Test and initiates coordination action to assist in establishing program feed arrangements. If other than NIAC Order 1 or NIAC Order 2 is used for the test, the WHCA Duty Officer authenticates the activation of the NIAC Order with the appropriate AT&T Test Room using prearranged and agreed upon oral authentication procedures. The Systems Controller or his communications center assistant transmits the Closed Circuit Test activation tape over the 500 Net. This message tape stops automatically during transmission for manual intervention. The first stop is solely for the purpose of a human double-check before transmitting the test activation order. Other stops allow insertion of authenticator words, NIAC Order number, date and time of the test program and date and time of transmission. Simultaneously, the Systems Controller, using the 300 Net, alerts AP and UPI and confirms the authenticity of the message. Following transmission of the message, the Systems Controller or his communications center assistant uses the Station Selector on his 500 Net terminal to automatically poll all receive-only stations. Stations acknowledge the poll to indicate their receipt and understanding of the messages. The Systems Controller reports to the WHCA Trip Officer that the test message has been transmitted and acknowledged. Personnel at AP and UPI will transmit the Closed Circuit Test activation message, including the controlled authenticator words, to Radio Wire Teletype Network subscribers. Broadcast network personnel respond to the message by alerting their broadcast stations and preparing to relinquish network control. AT&T accepts the message and configures a national-level EBS network. Broadcast stations follow their EBS checklist. The teletype message for Closed Circuit Test activation is illustrated in Figure 7. Note: AP/UPI do not retransmit the Closed Circuit Test NIAC Order request.

7. Closed Circuit Test Termination.

Broadcast networks resume control of their networks on a voice Closing Cue included in the Trip Officer's broadcast announcement. AT&T responds by returning broadcast networks to normal configuration.

In addition, as part of the test exercise, to terminate the Closed Circuit Test, the Trip Officer directs CONAD or USAICA to transmit the Closed Circuit Test termination tape (Figure 8) over the 500 Net. AP and UPI, after confirmation via the 300 Net, transmit the message over the Radio Wire Teletype Networks.

8. 500/300 Net Test.

Once each week, these two nets are tested together to insure that equipment is operating, to afford training for operators and to exercise WHCA/CONAD/USAICA procedures. The origination points, CONAD and USAICA, are alternated each week by agreement. The Systems Controller or his communications center assistant transmits the 500 Teletype Net test message tape (Figure 9) over the 500 Net. This message contains no authenticator, but it does stop for manual insertion of date and time. During the transmission, the Systems Controller calls AP, UPI, and the other origination point on the 300 Net to confirm the transmission and obtain acknowledgement. At the end of the transmission, the Systems Controller or his communications center assistant uses his Station Selector to poll all receive-only stations on the 500 Net. Individual stations acknowledge the poll to indicate receipt of a good message.

NOTE: This test is not intended to be part of a sequence in which AP and UPI transmit a test message on their Radio Wire Teletype Networks, although the news services may use it for that purpose if they desire.

Part III. REPORTS

1. EBS Activation.

All agencies participating in an actual EBS activation are expected to keep a log of actions taken. If a report is required by DCA or other central authority, a special request for it will be issued on a one-time basis.

2. Closed Circuit Test.

At the conclusion of each Closed Circuit Test, the ASR station which originated the activation message and the NIAC Order number message (CONAD or USAICA) will submit a report to OTP with the following as information addressees:

WHITE HOUSE COMMUNICATIONS AGENCY
FEDERAL COMMUNICATIONS COMMISSION
CONAD or USAICA (as applicable)
DEFENSE COMMUNICATIONS AGENCY, WASHINGTON
COMPLEX DIVISION

The report will contain the following:

a. A log of action taken in the activation and termination of the test, in chronological order (Washington, D.C., time);

b. A listing of the RO stations which acknowledged on a delayed basis, or did not reply, and the methods used to obtain a reply; and

c. Comments and recommendations to be included in future tests.

3. 500/300 Net Test.

At the conclusion of the weekly 500/300 Net test, the ASR station who originated the test (CONAD and USAICA on alternate weeks) will submit a message report to OTP, with the following information addressees:

WHITE HOUSE COMMUNICATIONS AGENCY
FEDERAL COMMUNICATIONS COMMISSION
CONAD or USAICA (as applicable)
DEFENSE COMMUNICATIONS AGENCY, WASHINGTON
COMPLEX DIVISION

This report will show the RO stations which acknowledged on a delayed basis, or did not reply, and the methods used to obtain a reply.

4. Quarterly Reports.

Within thirty days after the end of each calendar quarter, DCA/WCD will submit a summary and analysis of the EBS tests for the quarter to OTP.

February 26, 1971

Presidential Communications
with the General Public
During Periods of National Emergency

STATEMENT OF WHITE HOUSE REQUIREMENTS

Basic Requirement:

During periods of national emergency, reliable communications are required to enable the President to reassure and give direction to the populace regarding survival and recovery of the nation.

Assumptions:

a. The nongovernment communications industry will, in view of their expressed and demonstrated willingness to assist the Federal Government in the establishment of an Emergency Broadcast System unreservedly make their facilities available for emergency use, and provide personnel to assist in the formulation of emergency communications plans. The industry can also be expected to bear a portion of the cost of any special arrangements required, particularly in those instances in which such arrangements may find gainful application in the normal commercial enterprises of the industry.

b. Existing facilities of the nongovernment communications industry will, if utilized to the maximum advantage, prove adequate for emergency Presidential use. Because of the substantial number of facilities available, by-pass and backup arrangements can be provided in such depth as to assure a high probability of survival despite the infliction of severe damage to the system as a whole.

The Emergency Broadcast System is considered to comprise all nongovernment communications facilities designated and authorized by the FCC to operate during periods of national emergency for the purpose of meeting the basic requirement.

Figure 1.

Guiding Principles:

a. In view of the fact appreciable costs would accrue to the Federal Government for the construction of special radio and television stations designed for use on non-government frequencies, and because of problems inherent in the operation of such stations and the limited day-to-day application of such facilities, it is desirable that existing privately owned facilities be utilized by the President in communicating with the populace.

b. Emergency communications facilities provided for the President's use in communicating with the populace must be configured and arranged in such a manner so as to provide a capability under the most severe circumstances.

Operational Requirements:

a. The President requires a capability to address the nation both orally (AM/FM radio/TV audio) and visually (TV) on short notice regardless of his whereabouts. To this end, the following specific operational features must be provided:

(1) Radio and Television Audio - From a "cold" start, automatic or "seize-key" availability is desirable. It is recognized, however, that the technical arrangements inherent in the provision of such a capability are prohibitively expensive. Current commercial radio and television network procedures suggest that an availability within five (5) minutes following notification is a realistic capability. Accordingly, these procedures are acceptable for the present, however, improved procedures should be exploited where possible.

(2) Live Television Video and Sound - A reaction time of three (3) hours following notification is acceptable for the provision of a live television transmitting capability. Necessary technical arrangements and constraints listed in paragraph 2. of the Guiding Principles dictate that the President will proceed to, and speak from, locations where adequate commercial video transmitting facilities already exist. No expenditures by the nongovernment communications industry for special equipment or facilities to support this requirement, other than special arrangements referred to in paragraph a. of the Assumptions are requested or required.

Figure 1. (cont.)

b. All Presidential broadcasts during periods of national emergency will be "live". Such prerecordings as may be required to provide continuity of program service for the Emergency Broadcast System will be prepared as directed by the Department of Defense.

c. Once constituted, the Emergency Broadcast System must remain available as a network until its participating facilities are specifically released by Presidential authority and directed to shift to some other mode of operation. The White House, however, interposes no objection to the planned emergency utilization by other departments and agencies of facilities designated for Presidential use provided:

(1) The facilities have been activated by Presidential direction.

(2) The President is not actually speaking to the nation over the facilities.

In all such instances, however, Presidential priority must be preserved by a "seize-key" control feature which would enable the system to revert to Presidential use.

d. The White House encourages day-to-day use of emergency facilities for such purposes as may be authorized, provided that such use (1) provides realistic training in emergency operating modes, (2) contributes to or enhances the development of desired optimum emergency systems, (3) will not delay the establishment of the Emergency Broadcast System in the event of an actual emergency, and (4) provides at all times for the exercise of Presidential priority as set forth in the preceding paragraph.

Reliability/Survivability:

a. Communications facilities through which the President will communicate with the populace under emergency conditions will be configured and arranged in such a manner so as to provide a high degree of assurance that a portion of the total system capability, sufficient for the satisfaction of the basic requirements, would be available to the President under the most adverse conditions.

Figure 1. (Cont.)

b. During emergencies short of an attack on the United States, adequate intercity private line communications circuits should be available to support the basic requirement. However, during an attack or heavy destruction resulting from an attack, sufficient circuit facilities may not be available in some areas to support this basic requirement as well as other critical Presidential, command and control, and intelligence circuits pertaining to the attack. In such cases, the established priority of restoration of circuits will be changed only at the direction of the President.

Figure 1. (Cont.)

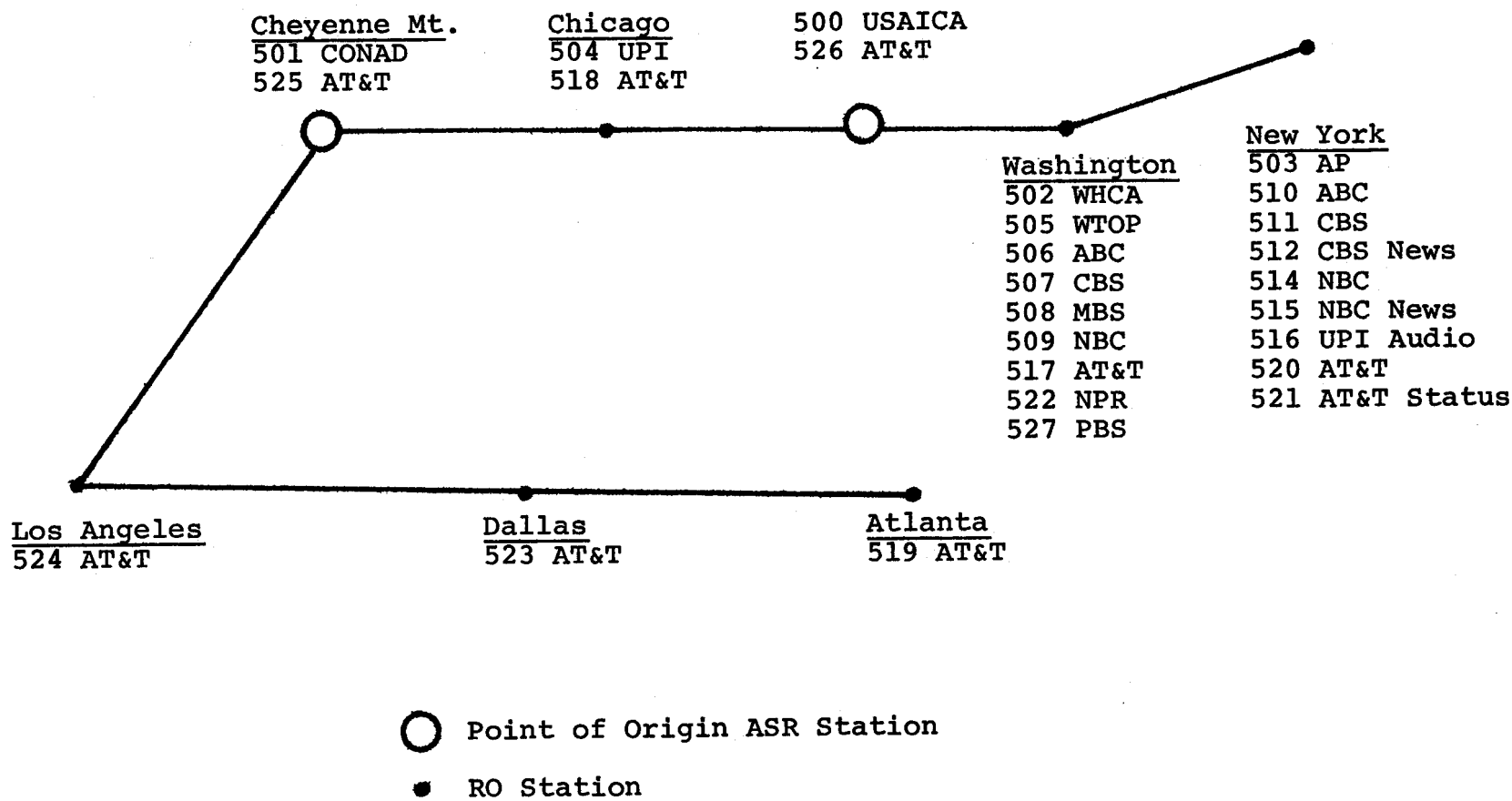


Figure 2. EBS Teletypewriter Network (500 Net)

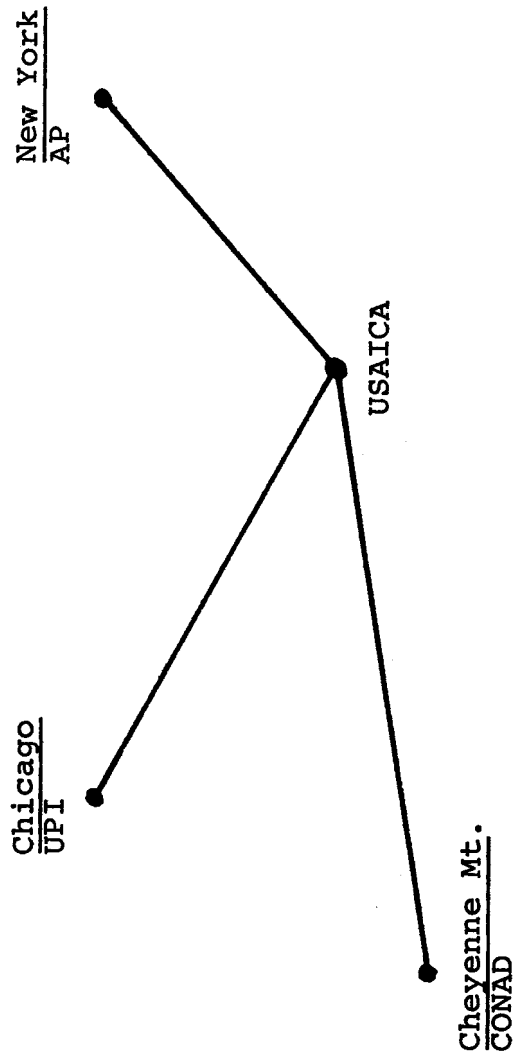


Figure 3. EBS Telephone Confirmation Network (300 Net)

USAICA/CONAD SENDS

USAICA/CONAD CHECK TAPE

XX

THIS IS AN EMERGENCY ACTION NOTIFICATION REQUESTED BY THE WHITE HOUSE. THE AUTHENTICATOR WORD FOR THIS NOTIFICATION IS

_____. ALL STATIONS FOLLOW PROCEDURES IN THE EBS CHECKLIST FOR NATIONAL-LEVEL EMERGENCY. THE PRESIDENT OF THE UNITED STATES OR HIS DESIGNATED REPRESENTATIVE WILL SHORTLY DELIVER A MESSAGE OVER THE EMERGENCY BROADCAST SYSTEM. THE AUTHENTICATOR WORD IS _____.

_____, WASHINGTON, D.C. TIME.

XX

S T A N D B Y

XX

ACTIVATION OF THE EMERGENCY BROADCAST SYSTEM HAS BEEN REQUESTED BY THE WHITE HOUSE. IMMEDIATE IMPLEMENTATION OF NIAC ORDER _____ IS REQUESTED.

THE AUTHENTICATOR WORD IS _____.

_____, WASHINGTON, D.C. TIME.

XX

ACKNOWLEDGE

Figure 4. Teletype Tape, EBS Activation

USAICA/CONAD SENDS

USAICA/CONAD CHECK TAPE

XX

THIS IS AN EMERGENCY ACTION TERMINATION. THE AUTHENTICATOR WORD IS _____ . ALL STATIONS FOLLOW THE EBS CHECKLIST FOR TERMINATION PROCEDURES.

THE AUTHENTICATOR WORD IS _____ .

_____, WASHINGTON, D.C. TIME.

XX

ACKNOWLEDGE

Figure 5. Teletype Tape, EBS Termination

USAICA/CONAD SENDS

USAICA/CONAD CHECK TAPE

XX

TERMINATION OF NIAC ORDER _____ IS REQUESTED. IMMEDIATE

IMPLEMENTATION OF NIAC ORDER _____ IS REQUESTED.

THE AUTHENTICATOR WORD IS _____.

_____, WASHINGTON, D.C. TIME.

XX

ACKNOWLEDGE

Figure 6. Teletype Tape, NIAC Order Change

USAICA/CONAD SENDS

USAICA/CONAD CHECK TAPE

XX

THIS IS A CLOSED CIRCUIT TEST OF THE EMERGENCY BROADCAST SYSTEM.

DO NOT BROADCAST THIS MESSAGE. DO NOT BROADCAST THE AUDIO

PROGRAM. THE TEST AUTHENTICATOR WORD IS _____.

THIS MESSAGE AUTHORIZES A CLOSED CIRCUIT TEST OF THE EMERGENCY

BROADCAST SYSTEM. MONITOR RADIO NETWORK LINES

FOR CLOSED CIRCUIT TEST PROGRAM. ALL STATIONS FOLLOW PROCEDURES

IN THE EBS CHECKLIST FOR CLOSED CIRCUIT TESTS. THE TEST

AUTHENTICATOR WORD IS _____.

_____, WASHINGTON, D.C. TIME.

XX

S T A N D B Y

XX

THIS IS A CLOSED CIRCUIT TEST OF THE EMERGENCY BROADCAST SYSTEM.

DO NOT BROADCAST THIS MESSAGE. DO NOT BROADCAST THE AUDIO

PROGRAM. THE TEST AUTHENTICATOR WORD IS _____.

IMMEDIATE IMPLEMENTATION OF NIAC ORDER _____ IS REQUESTED.

THE TEST PROGRAM WILL BEGIN AT

_____, WASHINGTON, D.C. TIME.

DEACTIVATE NIAC ORDER _____ ON THE FOLLOWING AURAL CUE;

"THIS CONCLUDES THE CLOSED CIRCUIT TEST OF THE EMERGENCY

BROADCAST SYSTEM." THE TEST AUTHENTICATOR WORD IS _____.

_____, WASHINGTON, D.C. TIME.

XX

ACKNOWLEDGE

Figure 7. Teletype Tape, Closed Circuit Test Activation

USAICA/CONAD SENDS

USAICA/CONAD CHECK TAPE

XX

THIS IS AN EBS CLOSED CIRCUIT TEST TERMINATION.

THE AUTHENTICATOR WORD FOR THIS TERMINATION IS

_____. THE CLOSED CIRCUIT TEST WAS TERMINATED

AT _____, WASHINGTON, D.C. TIME.

THE AUTHENTICATOR WORD IS _____.

_____, WASHINGTON, D.C. TIME.

XX

ACKNOWLEDGE

Figure 8. Teletype Tape, Closed Circuit Test Termination

USAICA/CONAD SENDS

XX

THIS IS A ROUTINE TEST OF THE 500 NET TELETYPEWRITER EQUIPMENT AND CIRCUITRY. IF REPETITIVE TROUBLE IS BEING EXPERIENCED PLEASE DO NOT ACKNOWLEDGE AND OUR TECHNICAL STAFF WILL CONTACT YOU BY TELEPHONE WITHIN FIVE MINUTES.

TESTING EMERGENCY ACTION NOTIFICATION PROCEDURES--REPEAT--

TESTING EMERGENCY ACTION NOTIFICATION PROCEDURES. IF THIS

WERE NOT A TEST YOU WOULD RECEIVE THE EMERGENCY ACTION

NOTIFICATION MESSAGE CONTAINING AUTHENTICATOR WORDS. ANOTHER

MESSAGE WOULD IMMEDIATELY FOLLOW REQUESTING SPECIFIC NIAC

ORDER ARRANGEMENTS AND THE SAME MESSAGE AUTHENTICATOR WORDS

TRANSMITTED AGAIN. TESTING EMERGENCY ACTION NOTIFICATION

PROCEDURES--REPEAT--TESTING EMERGENCY ACTION NOTIFICATION

PROCEDURES. END OF MESSAGE.

_____, WASHINGTON, D.C. TIME.

XX

ACKNOWLEDGE

Figure 9. Teletype Tape, 500 Net Test

DISTRIBUTION

WHCA	15
CONAD	20
USAICA	5
GSA	1
DCA/WCD	1
DCPA	1
FCC	3
NAB	2
AT&T	10
AP	2
UPI	2
ABC	2
CBS	2
NBC	2
MBS	2
NPR	2
PBS	2
WTOP	2

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Volume 39 ■ Number 21

PART III



FEDERAL COMMUNICATIONS COMMISSION

■

EMERGENCY BROADCAST SYSTEM

Revision of Regulations

Title 47—Telecommunication
CHAPTER I—FEDERAL
COMMUNICATIONS COMMISSION
[FCC 74-56]

PART 73—RADIO BROADCAST SERVICES
Emergency Broadcast System (EBS)

In the matter of general revision of Subpart G, Part 73 of the Commission's rules and the Standard Operating Procedures, to update and simplify the rules governing the Emergency Broadcast System (EBS).

1. Efforts are being expended on a continuing basis to update and simplify the Rules and Regulations and the Standard Operating Procedures (SOP's) governing the operation of the Emergency Broadcast System (EBS). Changes to the rules and SOP's are made in conjunction with recommendations submitted by Working Groups I and V of the Broadcast Services Subcommittee, National Industry Advisory Committee (NIAC) and are as indicated below:

(a) Modifications are made to reflect the inclusion of National Public Radio (NPR) and Public Broadcast Service into the EBS.

(b) Section 73.901, *Scope of Subpart*, has been modified and an authority statement has been included.

(c) The definition for Emergency Broadcast System has been moved from § 73.914 to § 73.903 since this definition is the key to all actions in the subpart.

(d) Section 73.905 *Emergency Action Notification System*, has been deleted while incorporating, in § 73.931, the various dissemination methods by which all licensees and regulated services of the FCC and participating non-government industry entities are notified of the existence of emergency situations. The use of the term Emergency Action Notification System has led to confusion in the past and is therefore eliminated to provide for better understanding.

(e) The definition for Emergency Action Notification (EAN) has been moved from § 73.907 to § 73.905 since the EAN is a key element in the EBS.

(f) Section 73.908 *Emergency Action Condition*, has been eliminated. This term is considered to be unnecessary.

(g) Section 73.908 *Emergency Action Condition Termination*, has been retitled "Emergency Action Termination," to conform to elimination of § 73.908.

(h) Section 73.914 *Emergency Action Checklist for the Emergency Broadcast System (EBS)*, has been retitled "EBS Checklist" and renumbered as § 73.910.

(i) The former § 73.910 has been eliminated and the publication, Detailed Non-government Activation and Termination Procedures for the Emergency Broadcast System, has been revoked. All material in this publication appears in other readily available documents such as the rules and regulations and the Standard Operating Procedures.

(j) The definition for the Standard Operating Procedures (SOP's) and Authentication Word Lists formerly combined in § 73.911 have been separated and are now in § 73.911 *Standard Operating Procedures* and § 73.912 *Authenticator Word Lists*. The Standard Operating Procedures (SOP's) have been changed to reflect three SOP's used in conjunction with the EBS as opposed to the two SOP's previously in use. SOP-1, EBS Activation and Termination Procedures, is used during an actual activation of the EBS. SOP-2, Test Procedures, formerly incorporated in SOP-1, is used during tests of various facets of the EBS. SOP-3, Backup Procedures, contains the information found in former SOP-3.

(k) The definitions under § 73.917 *Primary Station Emergency Broadcast System (EBS) Authorization* and § 73.918 *Alternate Station Emergency Broadcast System (EBS) Authorization*, have been incorporated into § 73.917 *Primary or Alternate Station—Emergency Broadcast System (EBS)*.

(l) The definitions under § 73.919 *Primary Relay Station Emergency Broadcast System (EBS) Authorization* and § 73.920 *Alternate Relay Station Emergency Broadcast System (EBS) Authorization* have been incorporated into § 73.918 *Primary Relay or Alternate Relay Station—Emergency Broadcast System (EBS)*.

(m) Section 73.921 *Non-Participating Station*, has been renumbered as § 73.919 for editorial purposes.

(n) Former § 73.922 *Detailed State Emergency Broadcast System (EBS) Operational Plan*, has been redesignated as § 73.920 and the word "Detailed" eliminated.

(o) Former § 73.923 *Operational (Local) Area*, has been renumbered § 73.921 for editorial purposes.

(p) Former § 73.924 *Common Program Control Station*, has been renumbered § 73.922 and the title changed to read "Common Program Control Station (CPCS)".

(q) Section 73.923 *State Relay Network* and § 73.924 *State Network Primary Control Station*, have been added to the definitions. These terms were both formerly and currently used and definitions are necessary to ensure clarity.

(r) Section 73.931 is retitled, "Dissemination of Emergency Action Notification," vice Notification of Emergency Action Condition, to conform to elimination of § 73.908.

(s) In § 73.933, the announcements previously found therein have been eliminated. Reference is made to the EBS Checklists where they may be readily located.

(t) Section 73.934 *Termination of Emergency Action Condition* has been deleted and the instructions for termination of an emergency situation have been incorporated in § 73.933.

(u) The titles to §§ 73.936 and 73.937 have been modified to eliminate the

words "Action Condition". In addition, the announcements contained in these sections have been deleted since they appear in the EBS Checklists and reference to this fact has been made in the appropriate paragraphs.

(v) Section 73.961 has been retitled, "Tests of the Emergency Broadcast System Procedures." Further, initiation of separate AP and UPI Test Transmissions to AM, FM and TV broadcast stations on the Radio Wire Teletype Networks is now a maximum of twice a month on a random basis at times of their choice in lieu of the previous requirement for weekly tests.

(w) Section 73.962 now makes provision for random or scheduled Closed Circuit Tests of the EBS. Unless a random Closed Test has been selected, the FCC will notify the Networks AT&T and Wire Services of the selected time window for the test four working days (holidays excluded) prior to the test. Also, a termination message has been added to the Closed Circuit Test procedures to bring this test into conformity with an actual EBS operation.

(x) Standard Operating Procedures. (1) As indicated above, the three SOP's are now provided for.

(2) The SOP's are reformed to permit operators to follow step-by-step procedures to insure compliance with requirements.

(3) The Weekly AP and UPI Test Transmission is redesignated the Periodic AP and UPI Test Transmission.

(4) SOP-3 is amended to provide for a Closed Circuit Test Termination Message.

2. Because of the amendments to Subpart G, it is necessary to make editorial changes to §§ 73.98 (b) and (g), 73.298 (b) and (f), 73.597 (b) and (f) and 73.675 (b) and (f).

3. It is ordered, That effective March 15, 1974, Part 73 of the Commission's rules and regulations is amended as set forth in Appendix A and the Standard Operating Procedures are approved as set forth in Appendix B.

4. Authority for these amendments is set out in section 1, 4 (i) and (o), and 303(r) of the Communications Act of 1934, as amended, 47 U.S.C. 151, 154 (i) and (o), and 303(r). Because these amendments are procedural in nature, the prior notice provisions of 5 U.S.C. 553 are inapplicable.

Adopted: January 9, 1974.

Released: January 23, 1974.

(Secs. 4, 303, 48 Stat., as amended, 1086, 1082 (47 U.S.C. 154, 303))

FEDERAL COMMUNICATIONS
COMMISSION,
VINCENT J. MULLINS,
Secretary.

APPENDIX A

Part 73 of 47 CFR Chapter I is amended, as follows:

1. In § 73.98 paragraphs (b) and (g) are amended to read as follows:

§ 73.98 Operation during emergency.

(b) When emergency operation is conducted under a State-Level EBS Operational Plan, the attention signal described in § 73.906 may be employed.

(g) If the Emergency Broadcast System (EBS) is activated at the National-Level while non-EBS emergency operation under this section is in progress, the EBS shall take precedence.

2. In § 73.298 paragraphs (b) and (f) are amended to read as follows:

§ 73.298 Operation during emergency.

(b) When emergency operation is conducted under a State-Level EBS Operational Plan, the attention signal described in § 73.906 may be employed.

(f) If the Emergency Broadcast System (EBS) is activated at the National-Level while non-EBS emergency operation under this section is in progress, the EBS shall take precedence.

3. In § 73.597 paragraphs (b) and (f) are amended to read as follows:

§ 73.597 Operation during emergency.

(b) When emergency operation is conducted under a State-Level EBS Operational Plan, the attention signal described in § 73.906 may be employed.

(f) If the Emergency Broadcast System (EBS) is activated at the National-Level while non-EBS emergency operation under this section is in progress, the EBS shall take precedence.

4. In § 73.675 paragraphs (b) and (f) are amended to read as follows:

§ 73.675 Operation during emergency.

(b) When emergency operation is conducted under a State-Level EBS Operational Plan, the attention signal described in § 73.906 may be employed.

(f) If the Emergency Broadcast System (EBS) is activated at the National-Level while non-EBS emergency operation under this section is in progress, the EBS shall take precedence.

5. Subpart G of 47 CFR Part 73 is revised to read as follows:

Subpart G—Emergency Broadcast System
SCOPE AND OBJECTIVES

Sec. 73.901 Scope of Subpart.
73.902 Objectives of subpart.

DEFINITIONS
73.903 Emergency Broadcast System (EBS).
73.904 Licensee.
73.905 Emergency Action Notification (EAN).

Sec. 73.906 Attention Signal.
73.906 Emergency Action Termination.
73.910 EBS Checklist.
73.911 Standard Operating Procedures (SOP's).
73.912 Authenticator Word Lists.
73.913 Basic Emergency Broadcast System (EBS) Plan.
73.915 NIAC Order.
73.916 Emergency Broadcast System (EBS) Authorization.
73.917 Primary or Alternate Station—Emergency Broadcast System (EBS).
73.918 Primary Relay or Alternate Relay Station—Emergency Broadcast System (EBS).
73.919 Non-Participating Station.
73.920 State Emergency Broadcast System (EBS) Operational Plan.
73.921 Operational (Local) Area.
73.922 Common Program Control Station (CPCS).
73.923 State Relay Network.
73.924 State Network Primary Control Station.
73.925 Emergency Broadcast System (EBS) Programming Priorities.

PARTICIPATION
73.926 Participation in the Emergency Broadcast System (EBS).
73.927 Participation by Communications Common Carriers.

EMERGENCY ACTIONS
73.931 Dissemination of Emergency Action Notification.
73.932 Radio Monitoring Requirement.
73.933 Emergency Broadcast System (EBS) Operation During A National-Level Emergency.

DAY-TO-DAY EMERGENCY OPERATION
73.935 Day-to-Day emergencies posing a threat to the safety of life and property; State-Level and Operational (Local) Area-Level Emergency Action Notification.
73.936 Emergency Broadcast System (EBS) Operation During A State-Level Emergency.
73.937 Emergency Broadcast System (EBS) Operation During An Operational (Local) Area-Level Emergency.

TESTS
73.961 Tests of the Emergency Broadcast System Procedures.
73.962 Closed Circuit Tests of Approved National-Level Interconnecting Systems and Facilities of the Emergency Broadcast System (EBS).

SCOPE AND OBJECTIVES

§ 73.901 Scope of subpart.
This subpart contains rules and regulations providing for an Emergency Broadcast System (EBS). It applies to all broadcast stations under FCC jurisdiction, and is issued under authority of sections 1, 4 (i), (o) and 303(r) of the Communications Act of 1934, as amended.

§ 73.902 Objectives of subpart.
The objectives of this subpart are to provide a means for the distribution of

Emergency Action Notifications and Emergency Action Terminations to licensees and regulated services of the Federal Communications Commission, non-government industry entities, and to the general public. Provision is also made for operation of participating broadcast stations and other non-government industry entities on a voluntary, organized basis during emergency situations for the purpose of providing the President and the Federal government, as well as heads of State and local governments, or their designated representatives, with a means of communicating with the general public. Participation in the EBS at the State and Operational (Local) Area levels is at the discretion of broadcast station management.

DEFINITIONS

§ 73.903 Emergency Broadcast System (EBS).

The EBS is composed of AM, FM and TV broadcast stations and non-government industry entities operating on a voluntary, organized basis during emergencies at National, State or Operational (Local) Area levels.

§ 73.904 Licensee.

The term "Licensee" as used in this subpart means the holder of a broadcast station license granted or continued in force under authority of the Communications Act of 1934, as amended. Such licensees include any AM, FM, or TV station holding a valid license, program test authorization, or other authorization permitting regular broadcast operation.

§ 73.905 Emergency Action Notification (EAN).

The Emergency Action Notification (EAN) is the notice to all licensees and regulated services of the FCC, participating non-government industry entities, and to the general public, of the existence of an emergency situation. The EAN is distributed to non-government entities only in accordance with § 73.931.

§ 73.906 Attention Signal.

The signaling arrangement whereby muted receivers maintained by AM, FM, and TV broadcast stations are activated for the receipt of emergency cueing announcements and broadcasts, is as follows:

(a) Cut the transmitter carrier for 5 seconds. (Sound carrier only for TV stations.)

(b) Return carrier to the air for 5 seconds.

(c) Cut transmitter carrier for 5 seconds. (Sound carrier only for TV stations.)

(d) Return carrier to the air.

(e) Broadcast 1,000 hertz steady-state tone for 15 seconds.

§ 73.909 Emergency Action Termination.

The Emergency Action Termination is the notice to all licensees and regulated services of the FCC, participating non-government industry entities and to the general public of the termination of an emergency situation. This termination is distributed to non-government entities in accordance with this subpart of the rules and regulations and will be disseminated in the same manner as the dissemination of the EAN.

§ 73.910 EBS Checklist.

This is a document to be posted at broadcast operating positions of AM, FM, and TV broadcast stations. It states in summary form the actions to be taken by that station's personnel upon receipt of the Emergency Action Notification, Termination or Test Messages.

§ 73.911 Standard Operating Procedures (SOP's).

The SOP's contain detailed operational instructions which are used for activating, terminating and testing the National-Level EBS. They are issued by the FCC to specified control points of the national Radio and Television Broadcast Networks (ABC, CBS, MBS, NBC, NPR, UPI-Audio, ABC-TV, CBS-TV, NBC-TV and PBS), the American Telephone and Telegraph Company (AT&T), the Associated Press (AP) and the United Press International (UPI).

(a) *SOP-1, EBS Activation and Termination Procedures.* This SOP contains the detailed operational and authentication procedures for activation, operation, and termination of the EBS in response to an actual National emergency situation.

(b) *SOP-2, EBS Test Transmissions.* This SOP contains the detailed operational and authentication procedures for testing the EBS.

(c) *SOP-3, EBS Backup Procedures.* This SOP contains the detailed operational and authentication procedures to be used in event the procedures in SOP-1 cannot function.

§ 73.912 Authenticator word lists.

These lists are issued every six months by the FCC and are used in conjunction with procedures contained in the EBS Checklist and SOP's for tests or actual National emergency situations.

(a) *EBS Authenticator List—Red Envelope.* This document is used for authentication purposes in conjunction with the procedures contained in EBS Checklists, SOP-1, SOP-2, and SOP-3. It is issued to all broadcast stations and specified control points (National Radio and TV Broadcast Networks, AT&T and AP/UPI).

(b) *EBS Authenticator List (Voice)—White Envelope.* This document is used for caller identification purposes in conjunction with the procedures in SOP-3 and is issued to the above specified control points.

§ 73.913 Basic Emergency Broadcast System (EBS) plan.

The Basic EBS Plan contains guidance to all non-government entities for the distribution of emergency information and instructions covering a broad range of emergency contingencies posing a threat to the safety of life or property.

§ 73.915 NIAC order.

This is a service order previously filed with AT&T providing for program origination reconfiguration of the major Radio and Television Networks voluntarily participating in the National-Level EBS. Participating networks are:

- (a) American Broadcasting Company (ABC and ABC-TV).
- (b) Columbia Broadcasting System (CBS and CBS-TV).
- (c) Intermountain Network (IMN).
- (d) Mutual Broadcasting System (MBS).
- (e) National Broadcasting Company (NBC and NBC-TV).
- (f) National Public Radio (NPR).
- (g) Public Broadcast Service (PBS).
- (h) United Press International Audio (UPI-Audio).

NIAC Orders must meet White House Requirements and will be activated only in accordance with the FCC Rules and Regulations.

§ 73.916 Emergency Broadcast System (EBS) Authorization.

(a) This authorization is issued by the FCC to licensees of broadcast stations to permit operation on a voluntary, organized basis during a National emergency consistent with the provisions of this subpart of the rules and regulations. This authorization will remain in effect during the period of the initial license and subsequent renewals unless returned by the holder or suspended, modified or withdrawn by the Commission.

(b) Authorizations are issued to one or more broadcast stations for participation in the National-Level EBS as Primary or Alternate Stations or Primary Relay or Alternate Relay Stations.

(c) An EBS Authorization is not required in order to participate on a voluntary, organized basis in State and Operational (Local) Area Emergency Broadcast System operations as set forth in § 73.935.

§ 73.917 Primary or Alternate Station—Emergency Broadcast System (EBS).

(a) A Primary Station broadcasts a common emergency program for the duration of the activation of the National-Level EBS. The EBS transmissions of such stations are intended for direct public reception.

(b) An Alternate Station removes its carrier from the air during the activation period, and stands by in operational readiness to assume broadcasting responsibilities in the event the Primary Station is unable to carry out its operational functions.

§ 73.918 Primary Relay or Alternate Relay Station—Emergency Broadcast System (EBS).

(a) A Primary Relay Station is an FM or TV station responsible for relay service of National-Level common emergency programming and also functions as a part of a State Relay Network.

(b) An Alternate Relay station removes its carrier from the air during the activation period, and stands by in operational readiness to assume broadcasting responsibilities in the event the Primary Relay Station is unable to carry out its operational function.

§ 73.919 Non-participating Station.

This is a broadcast station which is not voluntarily participating in the National-Level EBS and does not hold an EBS Authorization. Such stations are required to remove their carriers from the air and monitor for emergency action termination in accordance with the instructions in the EBS Checklist for Non-Participating Stations.

§ 73.920 State Emergency Broadcast System (EBS) Operational Plan.

This plan contains the necessary guidance for State and Local officials to communicate with the general public during a State or local emergency situation.

§ 73.921 Operational (Local) Area.

This is a geographical area which encompasses a number of contiguous communities, as determined by the State Industry Advisory Committee (SIAC) and as shown in the State EBS Operational Plan.

§ 73.922 Common Program Control Station (CPCS).

This is the Primary Station in an Operational (Local) Area which is responsible for coordinating the carriage of a common emergency program for its area. If it is unable to carry out this function other Primary and Alternate Stations in progressive order in the Operational (Local) Area will be assigned the responsibility as indicated in the State EBS Operational Plan.

§ 73.923 State Relay Network.

A State Relay Network is a relay network composed primarily of FM stations and, if necessary, augmented by TV stations and leased common carrier communications facilities, for disseminating statewide emergency programming originated by the Governor or his designated representatives.

§ 73.924 State Network Primary Control Station.

A State Network Primary Control Station is an FM station that acts as the originating station for the State Relay Network, and is programmed directly by the Governor or his designated representatives. A TV station may also fill the function in event no qualified FM station is available.

§ 73.925 Emergency Broadcast System (EBS) Programming Priorities.

(a) Program priorities for EBS are as follows:

- Priority One—Presidential Messages.
- Priority Two—State Programming.
- Priority Three—Operational (Local) Area Programming.
- Priority Four—National Programming and News.

(b) Participating stations that remain on the air during a National emergency situation must carry Presidential Messages "live" at the time of transmission. Activation of the National-Level EBS will preempt operation of the State or Operational (Local) Area EBS.

(c) During a National emergency the Radio and Television (aural) Broadcast Network program distribution facilities shall be reserved exclusively for the distribution of Presidential Messages and National Programming and News. National Programming and News which is not broadcast at the time of original transmission shall be recorded locally by the CPCS for broadcast at the earliest opportunity consistent with Operational (Local) Area requirements.

PARTICIPATION**§ 73.926 Participation in the Emergency Broadcast System (EBS).**

(a) The FCC will send to new licensees an EBS authorization and a letter requesting their voluntary participation in the EBS. Stations are requested to accept or decline this authorization within 30 days of receipt. Should the request be declined, the EBS Authorization should be returned to FCC. In either event, an appropriate EBS checklist and EBS station designation will be forwarded to the station manager.

(b) Any existing licensee who is not already a participant and desires to participate voluntarily in the National-Level EBS must submit a written request to FCC. The FCC may then issue an EBS Authorization.

(c) Any station may withdraw from EBS participation by giving 30 days written notice and by returning its EBS Authorization to the FCC.

(d) Any station that is denied participation in the National-Level EBS for any reason may apply to the Commission for review of the staff denial in accordance with § 1.115 of this chapter.

(e) Any AM, FM, or TV broadcast station licensee may, at the discretion of management, voluntarily participate in the State-Level and Operational (Local) Area-Level EBS in accordance with the provisions of the State EBS Operational Plan. An EBS Authorization is not required.

§ 73.927 Participation by Communications Common Carriers.

(a) Communications common carriers which have facilities available in place may, without charge, connect an independent broadcast station to networks

operated by ABC, CBS, IMN, MBS, NBC, NPR, or PBS for the duration of a National Emergency; provided the station possesses an EBS Authorization and has in service a local channel from the station studio or transmitter directly to the nearest telephone company Principal Central Office (toll test).

(b) During the activation of the National-Level EBS, communications common carriers which have facilities in place may, without charge, connect an originating source associated with an appropriate NIAC Order from the nearest Exchange to a selected Test Center and then to the Radio and Television (aural) Broadcast Networks for the duration of the emergency; provided that:

(1) The originating source has in service a local channel from the originating point to the nearest Exchange.

(2) A NIAC Order covering this service is requested by the White House.

(c) Upon receipt of the Emergency Action Termination the communications common carriers shall:

(1) Disconnect the participating independent station.

(2) Disconnect the origination source.

(3) Restore the networks to their original configurations.

(d) During Closed Circuit Tests of the National-Level EBS using NIAC Orders, communications common carriers which have facilities in place may, without charge, connect an originating source associated with an appropriate NIAC Order from the nearest Exchange to a selected Test Center, and then to the Radio Networks. No participating independent station may be connected during the test unless authorized by the FCC. Upon termination of tests the Radio Networks shall be restored to their original configuration.

(e) Every such carrier rendering any such free service shall make and file, in duplicate, with the FCC, on or before the 31st day of July and on or before the 31st day of January of each year, reports covering the periods of 6 months ending on the 30th day of June and the 31st day of December respectively, next prior to said dates. These reports shall show in detail what free service was rendered pursuant to this rule and the charges in dollars which would have accrued to the carrier for such services rendered if charges therefor had been collected at the published tariff rates.

EMERGENCY ACTIONS**§ 73.931 Dissemination of Emergency Action Notification.**

(a) *National-Level.* The Emergency Action Notification (EAN) will be released at this level upon request of the White House. The EAN message is disseminated from the origination point on a dedicated teletypewriter network to control points of the Radio and TV Broadcast Networks (ABC, CBS, MBS, NBC, NPR, UPI-Audio, ABC-TV, CBS-TV, NBC-TV and PBS), AT&T, AP and UPI. The EAN is then further disseminated as follows by:

(1) The internal alerting facilities of the Radio and Television Broadcast Networks to all affiliates.

(2) The AP/UPI Radio Wire Teletype Networks to all subscribers (AM, FM, TV broadcast and other stations).

(3) Off-the-air monitoring of AM, FM, and TV broadcast stations and other licensees and regulated services.

Receipt of the EAN via any one of the above arrangements is sufficient to begin emergency actions set forth in § 73.933.

(b) *State-Level.* The dissemination arrangements for the EAN at this level originate from State authorities to the State Network Primary Control Station. The management of this station may, at its discretion, release the EAN at this level under the provisions of § 73.935(2). The EAN will be disseminated in accordance with § 73.931(a)(3) and the State EBS Operational Plan.

(c) *Operational (Local) Area-Level.* The dissemination arrangements for the EAN at this level originate from Operational (Local) Area authorities to the Primary Station designated as the CPCS for the Area. The management of this Primary Station may, at its discretion, release the EAN at this level under the provisions of § 73.935(a). The EAN will be disseminated in accordance with § 73.931(a)(3) and the State EBS Operational Plan.

§ 73.932 Radio Monitoring Requirement.

(a) To insure effective off-the-air monitoring (§ 73.931(a)(3)) all broadcast station licensees must install and operate, during their hours of broadcast operation, equipment capable of receiving Emergency Action Notifications and Terminations transmitted by other radio broadcast stations. This equipment must be maintained in operative condition, including arrangements for human listening watch or automatic alarm devices, and shall have its termination at each transmitter control point. Where more than one broadcast transmitter is controlled from a common point by the same operator, only one receiver is required at that point.

(b) Off-the-air monitoring assignment of each broadcast station is specified in the State EBS Operational Plan.

(c) Prior to commencing routine operation or originating any emissions under program test, equipment test, experimental, or other authorizations or for any other purpose, licensees or permittees shall first ascertain whether an EAN message has been released by any one or all of the following methods:

(1) Monitor the radio and TV network facilities.

(2) Check the Radio Press Wire Service (AP/UPI).

(3) Monitor the Primary Station and/or the Primary Relay Station for your Operational (Local) Area.

If so, operation shall be in accordance with this subpart of the rules.

§ 73.933 Emergency Broadcast System (EBS) Operation During a National-Level Emergency.

(a) An EBS Checklist will be posted at operating positions of all broadcast stations. This Checklist summarizes the procedures to be followed upon receipt of a National-Level Emergency Action Notification or Termination Message in accordance with arrangements described in § 73.931(a).

(b) Immediately upon receipt of an EAN or Emergency Action Termination message all licensees will proceed as follows:

(1) Monitor the radio and TV network facilities for further instructions from the network control point.

(2) Check the Radio Press Wire Service (AP/UPI). Verify the authenticity of message with current EBS Authenticator List (Red Envelope).

(3) Monitor the Primary Station and/or the Primary Relay Station for your Operational (Local) Area for the receipt of any further instructions.

(4) Discontinue normal program and broadcast the following announcement:

We interrupt this program. This is a National Emergency. Important instructions will follow.

(5) Transmit the Emergency Action Notification Attention Signal as set forth in § 73.906.

(6) (i) "Primary Stations" will make the announcement as set forth in the EBS Checklist for Primary and Alternate Stations. Those TV broadcast stations holding a Primary Station EBS Authorization will continue operation and shall display the EBS or other appropriate slide during audio transmission. Stations broadcasting in a foreign language shall repeat the announcement in that language.

(ii) "Primary Relay Stations" will make the announcement as set forth in the EBS Checklist for Primary Relay and Alternate Relay Stations. Those TV broadcast stations holding a Primary Relay Station EBS Authorization will continue operation and shall display the EBS or other appropriate slide during audio transmission. Stations broadcasting primarily in a foreign language shall repeat the announcement in that language.

(iii) "Alternate Stations" will make the announcement as set forth in the EBS Checklist for Primary and Alternate Stations. TV broadcast stations shall display the EBS or other appropriate slide during the transmission procedure. Stations broadcasting in a foreign language shall repeat the announcement in that language. Following the announcement the Alternate Stations will remove its carrier from the air and stand by in operational readiness in accordance with the Checklist.

(iv) "Alternate Relay Stations" will make the announcement as set forth in the EBS Checklist for Primary Relay and Alternate Relay Stations. TV broadcast stations shall display the EBS or other

appropriate slide during the transmission procedure. Stations broadcasting in a foreign language shall repeat the announcement in that language. Following the announcement the Alternate Relay Stations will remove its carrier from the air and stand by in operational readiness in accordance with the Checklist.

(v) "Non-Participating Stations" will make the announcement as set forth in the EBS Checklist for Non-Participating Stations. TV broadcast stations shall display the EBS or other appropriate slide during the transmission procedure. Stations broadcasting in a foreign language shall repeat the announcement in that language. Following the announcement the Non-Participating Station will remove its carrier from the air in accordance with the Checklist.

(7) Upon completion of the above transmission procedures:

(i) Primary Stations within an Operational (Local) Area will upon cue from the Common Program Control Station, begin broadcast of a common emergency program. All stations shall carry a common emergency program until receipt of the Emergency Action Termination. Programming priorities are set forth in § 73.925. Feeds will be provided by one or more of the following:

(a) Common Program Control Station for the Operational (Local) Area.

(b) Radio and Television Broadcast Networks.

(c) State Relay Networks.

(d) Primary Relay Station for the Operational (Local) Area.

(ii) Primary Relay Stations will begin common emergency program relay and distribution service.

(iii) Alternate Stations and Alternate Relay Stations within an Operational (Local) Area will now turn off their transmitters and stand by to begin broadcasting a common emergency program upon cue from a Primary or Alternate Relay Station which may be unable to continue operation for any reason.

(8) Standby Script:

(i) Upon completion of the EAN message the Standby Script shall be used only by Primary Stations (or stations required to assume that responsibility) until program material is available. The text of the Standby Script is contained in the EBS Checklists for Primary and Alternate Stations and for Primary Relay and Alternate Relay Stations.

(ii) In addition, Standby Script may be used thereafter, as fill material for the common emergency program for the Operational (Local) Area, upon cue from the Common Program Control Station in the Operational (Local) Area.

(9) A station which broadcasts primarily in a language other than English may broadcast in such foreign language following the broadcast in English.

(10) Broadcast stations in the International Broadcast Service will cease broadcasting immediately upon receipt of an Emergency Action Notification and will maintain radio silence. However, under certain conditions they may be is-

sued appropriate emergency authorization by the FCC with concurrence of the Director, Office of Telecommunications Policy, in which event they will transmit only Federal government broadcasts or communications. The station's carrier must be removed from the air during periods of no broadcast or communications transmissions.

(11) Stations may broadcast their call letters during an emergency situation. State and Operational (Local) Area identifications shall also be given.

(12) All stations operating and identified with a particular Operational (Local) Area will broadcast a common emergency program until receipt of the Emergency Action Termination.

(13) Broadcast stations holding an EBS Authorization are specifically exempt from complying with § 73.52 (pertaining to maintenance of operating power) while operating under this subpart of the rules.

(14) Upon receipt of an Emergency Action Termination Message all stations will follow the termination procedures set forth in the EBS Checklists.

(c) Stations originating emergency communications under this Section shall be deemed to have conferred rebroadcast authority, as required by section 325(a) of the Communications Act of 1934 as amended, and § 73.1207 of the rules and regulations, on other participating stations.

DAY-TO-DAY EMERGENCY OPERATION

§ 73.935 Day-To-Day Emergencies Posed a Threat to the Safety of Life And Property; State-Level and Operational (Local) Area-Level Emergency Action Notification.

(a) State-Level or Operational (Local) Area-Level. The Emergency Action Notification may be released at this level by AM, FM, and TV broadcast stations, at management's discretion, in connection with day-to-day emergency situations posing a threat to the safety of life and property. Examples of emergency situations which may warrant either an immediate or delayed response by the licensee are: tornadoes, hurricanes, floods, tidal waves, earthquakes, icing conditions, heavy snows, widespread fires, discharge of toxic gases, widespread power failures, industrial explosions, and civil disorders.

(b) Stations originating emergency communications under this section shall be deemed to have conferred rebroadcast authority, as required by section 325(a) of the Communications Act of 1934, as amended, and § 73.1207 of the rules and regulations, on other participating stations.

§ 73.936 Emergency Broadcast System (EBS) Operation During A State-Level Emergency.

(a) An EBS Checklist will be posted at operating positions of all broadcast stations.

(b) Operations will be conducted in accordance with the provisions of the State-Level EBS Operational Plan.

(c) An EBS Authorization is not required for a broadcast station to participate in the operation of the State-Level EBS.

(d) Immediately upon receipt of a State-Level Emergency Action Notification or Emergency Action Termination message all licensees which are voluntarily participating, may, at the discretion of management, proceed as follows:

(1) Monitor the State Relay Network for receipt of any further instructions from the State Network Primary Control Stations.

(2) Monitor the Primary Station designated as the CPCS for your Operational (Local) Area for the receipt of any further instructions.

(3) Discontinue normal program operation and broadcast the following announcement:

We interrupt this program because of a statewide emergency. Important information will follow.

(4) Transmit the Emergency Action Notification Attention Signal as set forth in § 73.906.

(5) All licensees participating in the State-Level EBS will make the announcement as set forth in the EBS Checklists. TV broadcast stations should display the State EBS or State Association of Broadcasters slide during the transmission procedure. Stations broadcasting primarily in a foreign language shall repeat the announcement in that language.

(6) Upon completion of the above transmission procedures, resume normal programming until receipt of the cue from the CPCS for your Operational (Local) Area, or Primary Relay Station for the State EBS Network. At that time begin broadcasting the State-Level common emergency program received from one of the following sources:

(a) Common Program Control Station for your Operational (Local) Area.

(b) State Relay Network.

(c) Primary Relay Station for the Operational (Local) Area.

(7) All licensees may resume normal broadcast operations upon conclusion of the State-Level EBS broadcast.

§ 73.937 Emergency Broadcast System (EBS) Operation During An Operational (Local) Area Emergency.

(a) An EBS Checklist will be posted at operating positions of all broadcast stations.

(b) Operations will be conducted in accordance with the provisions of the State EBS Operational Plan.

(c) An EBS Authorization is not required for a broadcast station to participate in the operation of the local-level EBS.

(d) Immediately upon receipt of an Operational (Local) Area-Level Emergency Action Notification or Emergency Action Termination all licensees which are voluntarily participating, may, at the discretion of management, proceed as follows:

(1) Monitor the Primary Station designated as the CPCS for your Opera-

tional (Local) Area for the receipt of any further instructions.

(2) Monitor the Primary Relay Station for your Operational (Local) Area for the receipt of any further instructions.

(3) Discontinue normal program operation and broadcast the following announcement:

"We interrupt this program because of a local emergency. Important information will follow."

(4) Transmit the Emergency Action Notification Attention Signal as set forth in § 73.906.

(5) All licensees participating in the Operational (Local) Area-Level EBS will make the announcement as set forth in the EBS Checklists. TV broadcast stations should display an Operational (Local) Area EBS slide during the transmission procedure. Stations broadcasting primarily in a foreign language shall repeat the announcement in that language.

(6) Upon completion of the above transmission procedures, resume normal programming until receipt of the cue from the CPCS for your Operational (Local) Area. At that time begin broadcasting the common emergency program received from one of the following sources for your Operational (Local) Area:

(i) Common Program Control Station.

(ii) Primary Relay Station.

(7) All licensees may resume normal broadcast operations upon conclusion of the Operational (Local) Area-Level EBS broadcast.

TESTS

§ 73.961 Tests of the Emergency Broadcast System Procedures.

Tests of the EBS procedures will be made at regular intervals with appropriate entries in the station operating log, as follows:

(a) Weekly "500" Net Test Transmissions. Test transmissions of the National-Level interconnection facilities will be conducted on a random basis once each week. The tests will originate on an alternate basis from one of two origination points over a dedicated government teletypewriter network to the control points of the Radio and Television Broadcast Networks, AT&T, AP and UPI. A dedicated automatic telephone network will be used for confirmation purposes between the origination points and AP and UPI. These tests will be in accordance with procedures set forth in EBS SOP-2 which is furnished to the non-government entities concerned.

(b) Periodic AP/UPI Test Transmissions. AP and UPI will separately conduct test transmissions to AM, FM and TV broadcast stations, on their Radio Wire Teletype Networks, a maximum of twice a month on a random basis at times of their choice. These tests will be conducted in accordance with procedures set forth in EBS SOP-2 which is furnished to the non-government entities concerned and the EBS Checklist furnished to all broadcast stations.

(c) Weekly Off-The-Air Monitor Tests will be conducted by all AM, FM, and TV

broadcast stations once each week between the hours of 8:30 a.m. and local sunset. These tests will be conducted in accordance with procedures set forth in the EBS Checklist furnished to all broadcast stations.

(d) Tests of State program distribution interconnecting systems and facilities should be conducted on a day-to-day basis as periodic broadcast operations.

(e) Stations originating emergency communications under this section shall be deemed to have conferred rebroadcast authority, as required by section 325(a) of the Communications Act of 1934, as amended, and § 73.1207.

(f) Operational (Local) Area common emergency program distribution interconnecting systems, facilities, and procedures shall be tested on a closed circuit basis to insure emergency readiness of such facilities in accordance with approved State EBS Operational Plans.

§ 73.962 Closed Circuit Tests of Approved National-Level Interconnecting Systems and Facilities of the Emergency Broadcast System (EBS).

(a) Tests of approved National-Level interconnecting systems and facilities of non-government entities voluntarily participating in the EBS will be conducted on a random or scheduled basis not more than once a month and not less than once every 3 months only after FCC approval. Time of test will be selected by both White House and National Industry Advisory Committee (NIAC) representatives in coordination with the Defense Commissioner, FCC. Unless a random Closed Circuit Test has been selected, the FCC will notify the Networks, AT&T and Wire Services of the selected time window, four working days (holidays excluded) prior to the Test.

(b) The details of these Closed Circuit Test procedures are contained in the EBS Checklists issued to all broadcast stations and in SOP-2 issued by the FCC to those non-Government entities concerned.

(c) The radio networks, AT&T, AP and UPI will receive notification of closed circuit tests of NIAC Orders by a Closed Circuit Test Activation Message, followed by a NIAC Order Request Message.

(d) The National-Level EBS will be tested on a closed circuit basis. These test broadcasts will originate from a point selected by the White House with program feed circuitry connected to the Telephone Company Toll Test Center at points indicated by the individual NIAC Orders. AT&T will interconnect, as required, the facilities of the Radio Broadcast Networks, ABC, CBS, MBS, NBC, NPR, UPI-Audio and the Intermountain (IMN) Radio Broadcast Network as authorized by the NIAC Order associated with the Closed Circuit Test. The audio networks associated with the video networks of ABC-TV, CBS-TV, NBC-TV and PBS shall not be utilized during closed circuit tests. The telephone companies are not authorized to add any of the independent stations participating in the EBS unless authorized by the FCC. Authentication will be provided to the Telephone Company Toll Test Center

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responsible for the particular NIAC Order to be used as set forth in SOP-2. Authentication used in the Closed Circuit Test messages will be the test words printed on the outside of the EBS Authenticator List (Red Envelope).

(e) Closed Circuit Test procedures for Radio Network affiliates and AP/UPI subscribers are as follows:

(1) Notification of a Closed Circuit Test will be received in accordance with procedures set forth in § 73.931(a) (1) and (2) and the EBS Checklist.

(2) Immediately monitor your radio network (ABC, CBS, IMN, MBS, NBC, NPR and UPI-Audio) and check your AP/UPI Radio Wire Teletype Network machine for the receipt of the Closed Circuit Test Activation Message. Verify authenticity using the test words printed on the outside cover of the current issue of the EBS Authenticator List (Red Envelope). Television networks do not participate in the Closed Circuit Tests.

(3) Continue to monitor your radio network for talkup, and the Closed Circuit Test Program.

(4) Enter the time of receipt of the Closed Circuit Test in your station operating log.

(f) The Federal Communications Commission may request a report of a Closed Circuit Test as deemed appropriate in a format as prescribed by the Commission.

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FEDERAL COMMUNICATIONS COMMISSION

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EMERGENCY BROADCAST SYSTEM

Revision of Regulations

ATTENTION SIGNAL REQUIREMENT AND
EXEMPTION

RULES AND REGULATIONS

[FCC 75-930]

EMERGENCY BROADCAST SYSTEM

Attention Signal Requirement and Exemption

In the matter of amendment of Parts 1, 2, 15, and 73 of the Commission's rules to provide equipment type acceptance and certification for Emergency Broadcast System (EBS) Attention Signal equipment, and exempting 10-watt non-commercial educational FM broadcast licensees from the Attention Signal transmission requirement.

1. By Order released December 5, 1974, FCC Order 74-1285 (49 FCC 2d 1160), FR Vol. 39, No. 240, Dec. 12, 1974, § 73.906 of the Commission's rules was amended to substitute a two-tone Attention Signal for the carrier-break and 1000 H. Attention Signal presently used in the Emergency Broadcast System (EBS).

2. It is now apparent that without further specific requirements, the entire signalling arrangement could suffer severe degradation due to the use of inferior signalling equipment. For example, decoders could be designed to respond to only one of the two audio tones. This is similar to the problem with present EBS receivers that are designed to respond to either the carrier break or the 1000 H. tone but not the combination of the two inputs as intended. In addition, the present rules do not require the timing of the transmission of the two tones to be controlled automatically. These are but two of the more obvious examples of the possibilities that could occur in the absence of type acceptance and certification requirements.

3. Following the release of FCC Order 74-1285, many broadcasters informally expressed doubt as to the capability of presently available equipment to generate (encode) and detect (decode) the new two-tone Attention Signal in conformance with the rigid standards set by the Commission. After careful consideration the Commission shares this concern and therefore feels it is appropriate to amend the rules to require type acceptance of the encoder and certification of the decoder.

4. In its Report and Recommendations submitted to the Commission by the National Industry Advisory Committee, the Special NIAC Working Group on Emergency Alerting of the General Public recommended that the Commission take such measures as are necessary to insure that the responsive circuitry (two-tone decoder device) be held to close tolerances, otherwise the efficiency of the system would be jeopardized. Exact bandwidth specifications for the decoder device were not recommended by the NIAC. The original decoder incorporated a parallel-T active filter as the frequency-sensitive device. However, these filters were abandoned because the drift of the center frequency with temperature caused the filter to attenuate the desired signal to a point where the units would not function with a suitable input signal. The special working group then experimented with resonant reed relays of the contact type. These units proved unsatis-

factory because of the high failure rate which was caused by a considerable increase in the contact resistance due to contamination of the contact surfaces. After a considerable amount of investigation, another resonant reed filter was selected as the frequency-sensitive element. The operation bandwidth of the decoders using the resonant reed filter when a signal of 1 volt RMS was applied to the input of the center frequency was within $\pm 1.4\%$ (2.4 H.). Field testing of the devices proved to be extremely successful. However, even though the alert receivers performed as required by the specification, the NIAC recommended additional work should be done in order to reduce the cost of the alerting portion without changing performance. The major cost in the alert modification they said was the resonant reed switches and that a less expensive component could reduce the cost considerably. They recommended a tuning fork filter recently developed that has a cost of about 10 to 20% of the unit presently performing the frequency filtering function. Informal comments received from both the broadcast industry and manufacturing industry indicated that a stability of ± 2.4 H. was too tight and unnecessary. The reasons given were that less controllable factors such as temperature variation and component aging can cause the center frequency to drift beyond the bandwidth limits thus resulting in non-activation during a two-tone transmission. They recommended that a wider bandwidth stability would alleviate the above problem. It is agreed by all parties concerned that the wider bandwidth can increase the possibility of false activation at the decoder, whereas, a more narrow bandwidth can decrease the possibility of a false response. Thus the problem at hand was to determine a suitable bandwidth that would not cause falsing and at the same time would account for temperature variation and component aging. Many values were informally recommended to the Commission ranging from a bandwidth stability as wide as ± 40 H. to as low as ± 5 H. The possibility of falsing with a wider bandwidth will not be significantly increased if the bandwidth is held to certain limits considering that an 8 to 16 seconds delay after initial tone reception is required before the decoder activates. In addition, designers and manufacturers of decoding devices will have less problem compensating for temperature variation and component aging with a wider bandwidth stability. Accordingly, after careful consideration and in view of the above, we have specified a decoder bandwidth stability of ± 5 H. for the decoder device in our rules governing EBS Attention Signal equipment.

5. In view of the above, four new sections are being added to the rules under the heading "EBS Attention Signal Equipment". These sections will provide type acceptance and certification parameters which the EBS Attention Signal equipment must satisfy. These sections also make provision for those broadcasters who may wish to build their own

equipment, for their own use and not for sale, to apply for type acceptance and certification of their devices without submission of application fees. In addition, editorial and clarifying changes have been made in section 73.906. To allow time for the authorization process, the deadline for installation of the new two-tone Attention Signal is extended three months (through April 15, 1976). Further, parts 2 and 15 of the Commission's rules are amended to provide for the various procedures necessary for type acceptance and certification of EBS Attention Signal equipment, and part 1 is changed to specify fees for equipment type acceptance and certification.

6. Finally, the University of North Carolina, Educational Television, has requested waiver of the requirements of section 73.961(c) to exempt WUAG(FM) and all noncommercial educational FM broadcast stations of 10 watts or less from the requirement of conducting weekly EBS test transmissions. By way of justification, WUAG(FM) contends that the cost of additional control lines and circuits would, in many instances, be prohibitive and that the conduct of EBS tests by this class of station does not serve any useful purpose due to the limited power and coverage involved.

7. Performance of weekly EBS test transmissions serves many purposes. It familiarizes station personnel with EBS procedures which would be followed in an actual emergency, and reminds the listening audience that in the event of such an emergency, it should either stay tuned to that station or to another station in the area for news and official information. Thus, the limited power and coverage of a station do not necessarily determine whether EBS tests serve a useful purpose. The listening audience, no matter how limited in numbers, must be able to receive the common emergency program material or be advised where to tune in the event of activation of the EBS. Accordingly, WUAG's request must be denied insofar as the weekly test announcements are concerned.

8. While we do not favor exempting WUAG-FM and other Educational FM stations of 10 watts or less from the requirements of Section 73.961(c) of the above reasons, we are in favor of exempting these stations from the requirement of transmitting the new two-tone Attention Signal, since it is essentially an interstation signalling arrangement and the limited power and coverage of 10 watt FM educational stations severely restrict their effectiveness for this purpose. Accordingly, the Commission's rules and the EBS Checklist will be amended to provide that non-commercial educational FM broadcast stations with authorized powers of 10 watts or less are exempt from the requirement for installing the new two-tone encoder.

9. This Order is responsive to requests by the broadcast industry and imposes no burdens of a substantial nature. Moreover, national security considerations require that EBS two-tone signalling equipment be designed, manufactured, and installed without unnecessary

delay. We therefore find that prior notice of proposed rule making and submission of written comments thereon are unnecessary, impracticable, and contrary to the public interest (5 U.S.C. 553(b)).

10. Authority for adoption of the amendments herein ordered is contained in sections 1, 4(i), 4(o), and 303(r) of the Communications Act of 1934, as amended.

11. In view of the foregoing considerations it is ordered, That effective August 20, 1975, Parts 1, 2, 15, and 73 of the Commission's rules and regulations is amended as set forth in the Appendix.

12. It is further ordered, That WUAG's above referenced request for waiver is granted to the extent indicated above, and in all other respects is denied.

(Secs. 4, 303, 48 Stat., as amended, 1066, 1082 (47 U.S.C. 154, 303))

Adopted: August 1, 1975.

Released: August 11, 1975.

FEDERAL COMMUNICATIONS
COMMISSION,
[SEAL] VINCENT J. MULLINS,
Secretary.

PART 1—PRACTICE AND PROCEDURE

Part One of Chapter 1 of Title 47 of the Code of Federal Regulations is amended as follows:

1. In § 1.1120, paragraphs (a)(4) and (b)(4), and footnotes 11 and 12 are added to read as follows:

§ 1.1120 Schedule of fees for equipment type approval, type acceptance and certification.

(a)	
(4) Application for certification of EBS Attention Signal decoder operating under Part 73 ¹¹	150
(b)	
(4) Application for type acceptance of EBS Attention Signal encoder operating under Part 73 ¹²	200

PART 2—FREQUENCY ALLOCATIONS AND RADIO TREATY MATTERS; GENERAL RULES AND NEGOTIATIONS

Part 2 of Chapter I of Title 47 of the Code of Federal Regulations is amended as follows:

2. Add new paragraph (h) to § 2.983 as follows:

¹¹ If the decoder is included as an integral part of a receiver subject certification, the fee for certification of that category receiver shall apply, in lieu of this amount, for certification of the combination.

¹² Fees for type acceptance and certification of EBS Attention Signal encoders and decoders, respectively, are not required when the request for type acceptance or certification covers devices constructed by stations licensed under Part 73 for use only at their particular station. Marketing of such devices is prohibited.

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§ 2.983 Application for type acceptance.

(h) An encoder device used for the generation of the EBS Attention Signal as defined in Section 73.906 need not comply with paragraphs (d)(1) through (d)(5) inclusive, (d)(9) through (d)(12) inclusive and paragraph (e) of this Section. In lieu of these requirements measurements must be submitted showing compliance with Section 73.940.

3. Modify the note to paragraph (b) of § 2.1003 as follows:

§ 2.1003 Identification label for type accepted equipment.

(b)
NOTE.— certification. If the equipment is an encoder device used for generating the EBS Attention Signal as defined in Section 73.906, the words "FCC DATA", followed by the number assigned to the equipment by the grantee shall be used.

PART 15—RADIO FREQUENCY DEVICES

Part 15 of Chapter I of Title 47 of the Code of Federal Regulations is amended as follows:

4. Add new paragraph (d) to § 15.38 as follows:

§ 15.38 Description of measurement facilities.

(d) For certification of a decoder device used for detecting the EBS Attention Signal as defined in § 73.906 this Section will not apply.

5. Add new paragraph (f) to § 15.44 as follows:

§ 15.44 Technical Report.

(f) For a device used in decoding the Emergency Broadcast System Attention Signal as defined in § 73.906 the value of the necessary voltage (RMS) or range of voltages of the attention signal to be applied to the input terminals of the decoder which will cause the desired response of the device shall be submitted to the Commission with the certification data. In the event input signals other than the attention signal (excluding signals which can in combination form the attention signal), including signals at levels outside this voltage range, will cause false responses by the device, a description of such signals and their input voltage levels which cause such false responses shall be specified in the application and appropriate warnings shall be included in the instructions furnished to the user. The susceptibility of the device to false responses and any lack of reliability in responding to the attention signal at input voltage levels within the rated voltage range may be regarded by the Commission as cause to deny certification.

6. In § 15.45, amend paragraph (e), the first two sentences, to read as follows:

§ 15.45 Expository statement required.

(e) *Device other than Receiver:* A block diagram showing the signal path and frequency at each block. For all devices other than a device for decoding the EBS Attention Signal as defined in § 73.906, the diagram shall also indicate the tuning range of each band in the device, the tuning range of the oscillator in each band, and the frequency of the IF amplifier for each band. * * *

PART 73—RADIO BROADCAST SERVICES

7. Section 73.906 is revised to read as follows:

§ 73.906 Attention signal.

The attention signal to be used by AM, FM, and TV broadcast stations to actuate muted receivers for inter-station receipt of emergency cueing announcements and broadcasts involves the use of two audio tones in the following arrangement:

(a) *Tone frequencies.* The two audio tones shall have fundamental frequencies of 853 and 960 Hertz and shall not vary over ± 0.5 Hertz.

(b) *Harmonic distortion.* The total harmonic distortion of each of the audio tones shall not exceed 5%.

(c) *Minimum level of modulation.* Each of the two tones shall be calibrated separately to modulate the transmitter at no less than 40%. These two calibrated modulation levels shall have values that are within at least 1 dB of each other.

(d) *Time period for transmission of tones.* The two tones with the characteristics specified above shall automatically modulate the transmitter simultaneously at the resulting level for an automatic time period of not less than 20 seconds nor longer than 25 seconds.

NOTE.—Until April 15, 1976, broadcast stations shall, in lieu of the above defined Attention Signal, employ the following transmission arrangement for inter-station signaling:

a. Cut the transmitter for 5 seconds. (Sound carrier only for TV stations).

b. Return the carrier to the air for 3 seconds.

c. Cut the transmitter carrier for 5 seconds. (Sound carrier only for TV stations.)

d. Return carrier to the air.

e. Broadcast 1,000 Hz steady-state tone for 15 seconds.

8. Add a new subheading and four new sections following § 73.937:

EBS ATTENTION SIGNAL EQUIPMENT

Sec.

73.940 Encoder devices.

73.941 Decoder devices.

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§ 73.940 Encoder devices.

An encoder device shall be used by all broadcast stations for the generation of

the two-tone Attention Signal. The encoder device shall comply with the following requirements:

(a) *Tone Frequencies.* The two audio signals of the encoder shall have fundamental frequencies of 853 and 960 Hertz. The frequency of each tone shall not vary more than ± 0.5 Hertz.

(b) *Harmonic Distortion.* Total harmonic distortion of each of the audio tones shall not exceed 5 percent as measured at the output terminals of the encoder.

(c) *Minimum Level of Output.* The encoder shall have an output level capability of at least +8 dBm into a 600 ohm load impedance at each audio tone. (The output level of each tone shall be calibrated individually.) A non-locking switch (or switches) shall be provided in the encoder to permit individual activation of the two tones for calibration of associated systems.

(d) *Time Period for Transmission of Tones.* The encoder shall have timing circuitry that will automatically allow for the generation of the two tones simultaneously for a period of not less than 20 seconds nor longer than 25 seconds.

(e) *Operating Temperature.* Encoders shall have the ability to operate with the above specifications of paragraphs (a), (b), (c), and (d) within at least an ambient temperature range of from 0 to +50°C.

(f) *Operating Humidity.* Encoders shall have the ability to operate with the above specifications of paragraphs (a), (b), (c), and (d) in a range of relative humidity of up to 95%.

(g) *Primary Supply Voltage Variation.* The encoder shall be capable of operation within the tolerances specified in this section during a variation in primary supply voltage of 85% to 115% of the rated value.

(h) *Testing Encoder Units.* Encoders not covered by the provision of § 73.943 shall be tested in the presence of a minimum RF field of 10 V/m at a frequency in the AM broadcast band and in the presence of a minimum RF field of .5 V/m at a frequency in either the FM or TV broadcast bands to simulate actual working conditions. At least the parameters specified in paragraphs (a), (b), and (d) of this section above shall be tested in the RF fields as specified.

(i) *Indicator Device.* The encoder shall be provided with a visual and/or aural indicator which clearly shows that the device is activated.

(j) *Switch Guard.* The switch used for initiating the automatic generation of the simultaneous tones shall be protected in a manner which will prevent accidental operation. This includes switching devices used in a remote control fashion.

NOTE.—All noncommercial educational FM broadcast stations of 10 watts or less are exempt from the requirements of this section.

§ 73.941 Decoder devices.

Decoder devices shall have detection and activation circuitry that will demute a broadcast receiver only upon the simultaneous detection of the two audio tones of 853 Hertz and 960 Hertz.

(a) For the purpose of preventing false responses, decoder devices, designed to utilize the two tones for broadcast receiver demuting, shall contain circuitry designed to meet the following specifications and thereupon be certified by the Commission:

(1) *Time delay.* A time delay of a minimum of 8 seconds but not more than 16 seconds of tone reception shall be incorporated into the activation or demuting process to insure that the tones will be audible for a period of from 4 seconds to 9 seconds.

(2) *Operation Bandwidth.* The decoder circuitry shall not respond to tones which vary more than ± 5 Hz from each of the frequencies, 853 Hertz and 960 Hertz.

(b) *Reset Ability.* The decoder shall have a switching device which, when operated manually, resets the associated broadcast receiver to a muted state.

(c) *Operating Temperature.* Decoders shall have the ability to operate with the above specifications of (a) and (b) within at least an ambient temperature range of from 0 to +50°C.

§ 73.942 Acceptability of EBS attention signal equipment.

(a) An encoder device use for generating the EBS Attention Signal must be type accepted by following the procedures set forth in Subpart J of Part 2 of the rules and regulations. The data and information submitted shall show capability of the equipment to meet the requirements of § 73.940.

(b) A decoder device used for the detection of the EBS Attention Signal shall be certified following the applicable procedures set forth in Subpart J Part 2 and, Subpart B of Part 15 of the Rules and Regulations. This requirement shall also apply to combinations which include a receiver subject to certification and an EBS Attention Signal decoder which is an integral part of said receiver. The data and information submitted shall show capability of the equipment to meet the requirements of Section 73.941.

§ 73.943 Individual construction of encoders and decoders.

(a) A station licensee who constructs not more than five decoders or five encoders for use at his station and not for sale need not submit the fees otherwise required with certification and type acceptance applications.

(b) The provisions of § 73.942, paragraphs (a) and (b) of this part shall apply to encoders and decoders constructed by individual station licensees.

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One disc jockey

SIX tornadoes

By MEL BLACK

WSPA Radio-Television
Spartanburg, South Carolina

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The boss has always called my radio show "a disaster." But one evening that word took on a new meaning for me.

On Sunday, last May 28, I remember reading the weather forecast: "Partly cloudy skies and warm temperatures today with thundershowers likely." It was another quiet weekend in the life of a disc jockey in a quiet upper Piedmont county of South Carolina: Spartanburg.

A Night of Destruction

Late that afternoon the county's population of 175,000 got its forecasted thundershowers — and a night of destruction and terror followed. From 7:10 p.m. until 4:45 a.m. the next day, six tornadoes ripped through Spartanburg County, destroying or damaging hundreds of homes and business establishments, causing millions of dollars worth of damage.

The first tornado caused the most damage, touching down in the small town of Lyman. Nearly a million dollars of damage was done, but there were no fatalities. Many of the town's residents were attending evening worship services while their homes were being demolished. These people spent the next 10 hours huddled in the basements of those churches. In the entire county the half-dozen twisters injured only 16 persons. That Memorial Day weekend found other communities less fortunate as tornadoes killed 40 people in 10 States.

As soon as the funnel clouds attacked, there was immediate response to the needs of Spartanburg's victims from various agencies, such as the highway patrol, American Red Cross, Civil Defense, State Law Enforcement Division, and even the National Guard.

Confusion Follows Disaster

Confusion, however, was the byword in the undamaged areas of Spartanburg. Panicky citizens piled their families into cars and rushed to public fallout shelters. (There are 215 public fallout shelters in Spartanburg County.) At the shelters the families faced locked doors. City Hall and the County Courthouse were soon crowded with shelter seekers. What lured these people from the security of their untouched homes to the storm-beaten streets and highways? Herein lies the real disaster: Safe homes were abandoned due to lack of understanding, lack of reliable information, and lack of communication. It was a general misconception that nuclear fallout shelters were also for use in a natural disaster. Even some government officials held this erroneous belief.

After the shock of the storm passed, there came a cry of dissent from the public directed at the local government for its failure to open the fallout shelters during the crisis. Local government faulted the local civil defense

director for not opening the shelters. The civil defense director defended his office by explaining the explicit purpose of public fallout shelters and the conditions which would warrant their availability to the public.

Angered and Embarrassed

Meanwhile, this disc jockey was angered and embarrassed by the poor performance of the seven broadcast stations in the county before, during, and after the disaster. We spent much time broadcasting unless information. Some messages were grossly incorrect and even contradictory. In our defense, official information was virtually unobtainable. *The naked truth is the local broadcast stations did not know what to tell their distressed listeners.*

In pondering the problems encountered, I saw a common failure on the part of the civil defense in local government and the broadcast stations — a failure to meet their primary duty, especially in an emergency: serve the public. Local government had become so involved with political and fiscal struggles that it had lost touch of its civil defense responsibilities. The broadcast stations had placed so much emphasis on becoming entertainment centers that they were ineffective as public communications centers at the most crucial time — **THE TIME OF EMERGENCY.**

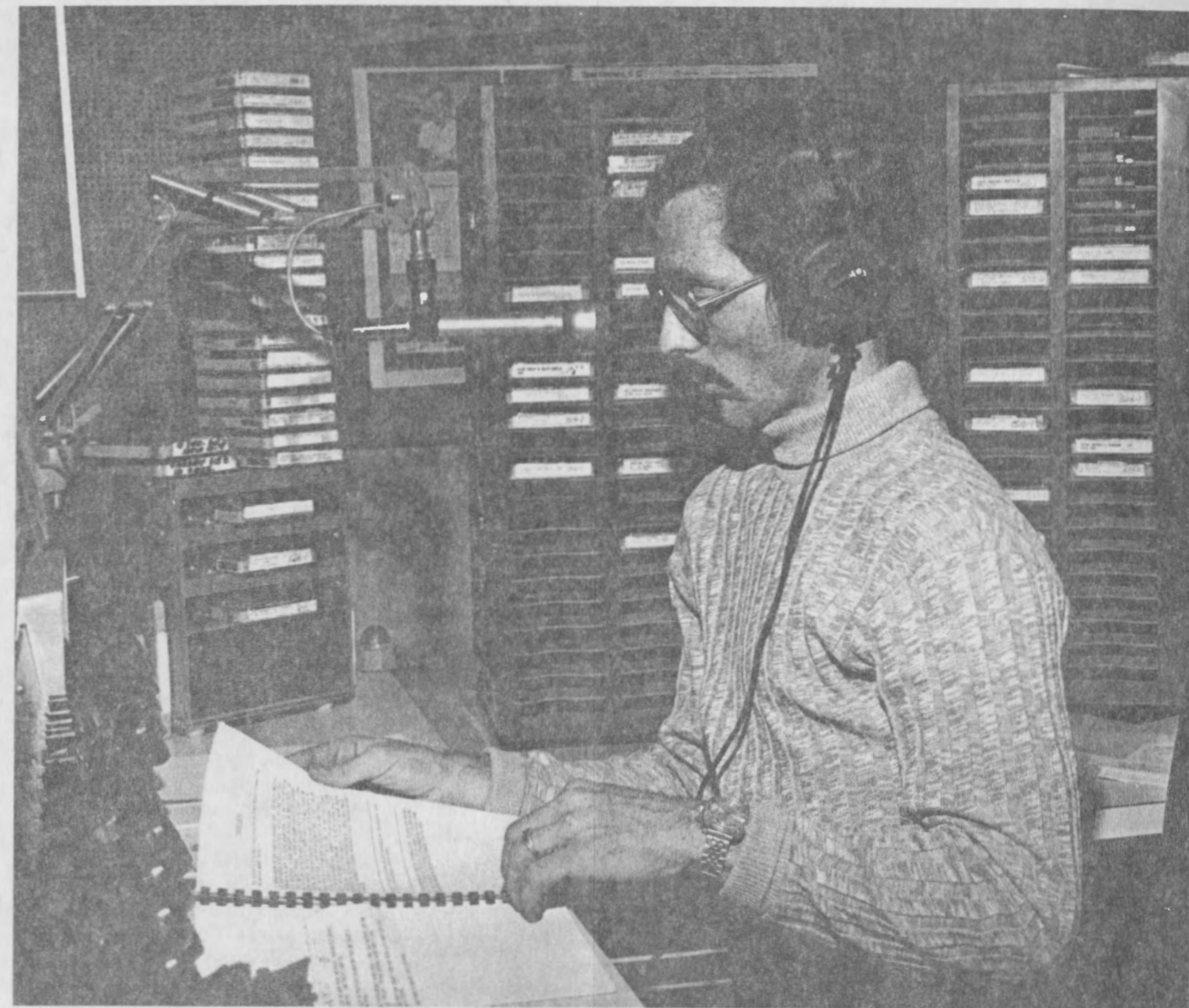
Ally or Enemy

With the common goal to "get it together," those who had failed in out duty met to discuss preparations for improved public service during an emergency. As a result of these discussions, we've made considerable progress. And much of the progress stems from the recognition of one basic fact. It was important to us and it should be important to you, regardless of who you are: Your town's local broadcast station can be your *most valuable ally* or *your worst enemy* when disaster strikes. Broadcast stations are unequalled in their ability to communicate with the mass population instantaneously. It is *what* they communicate that helps or hurts the people.

I realized the broadcast stations' shortcomings during the May 28 crisis and resolved to do something about it. What was done, can and should be done in every community in our Nation. All it takes is motivation and a little work. I had the motivation — six tornadoes.

Existing Plans Studied

I began by learning what emergency broadcast plans were already established. There is, for example, the Emergency Broadcast System (EBS), primarily a system for use in the event of a national emergency. But EBS, as formulated by the Federal Communications Commission,



DISC JOCKEY Black at the mike.

does provide for an interconnecting communications network in every State. Within each State, Operational Areas are defined. Each community in your State is in one of these designated Operational Areas. These areas are named according to their geographical location. The broadcast stations within these areas are, on a voluntary basis, participants in the Emergency Broadcast System.

(continued on reverse page)

Each State also has a State Emergency Communications Committee for EBS, made up of broadcasters and telephone Company personnel. In addition, each Operational Area has an Operational Area Emergency Communications Committee. The function of these committees is to advise and assist local authorities in a coordinated manner with the broadcast stations and other communications services in establishing plans, systems, and procedures for improved emergency communications.

You know the comment to the effect, "There's always some guy who doesn't get the word." Well, I'm in the broadcasting business but I never knew about these committees until I began searching for a way to improve the performance of Spartanburg's broadcast stations in time of emergency. The existence of EBS and the two committees referred to made the task easier.

County EBS Formed

The national Emergency Broadcast System Plan lays the foundation for an effective emergency communications plans for your community and your State. In Spartanburg, we took the foundation, localized it, and introduced another element. Instead of stopping EBS at the Operational Area level — which often encompasses an area of 15 or more large communities — we continued EBS down to a more local level and established a County Emergency Broadcast System. Our plan introduces some new principles. Even so, this plan has been approved by the Federal Communications Commission, thereby certifying its consistency with national concepts.

The communication systems in our plan include an Emergency Telephone System, as we named it. Every broadcast station in the county is linked by direct telephone line with two control points at City Hall — the dispatch headquarters, from which are dispatched police, fire, rescue, emergency medical service, and other local emergency forces; and the civil defense Emergency Operating Center (EOC), where all emergency response actions are coordinated. The initial emergency notification comes from the City Hall dispatchers or civil defense, because they know of the emergency condition first. Local broadcast stations are alerted to the emergency condition via the Emergency Telephone System.

Preparations for Weather Warnings

A National Weather Service teletype machine is located between the Emergency Operating Center and the dispatch headquarters. This teletype is the most immediate and reliable means of receiving severe weather advisories. When a severe weather warning is issued for our area by the Weather Service, the dispatcher or civil defense activates the Emergency Telephone System to alert the broadcast stations who, in turn, warn the public. In addition, each broadcast station sends a previously

accredited staff member to the Emergency Operating Center where a Disaster Information Center is located. It is in this Center where broadcasters gather official data and information relative to the emergency and relay it for broadcast to all broadcast stations via the Emergency Telephone System. The team of broadcasters in the Disaster Information Center receives reports from the disaster scene and other strategic locations by telephone and two-way radio. The reports received can be recorded and relayed for broadcast in the actual voice of the person giving the report. All messages are subject to approval by EOC officials before they are released for broadcast.

Included in our plan are systems for operating during a power loss. City Hall has auxiliary power, as does the local broadcast station with the largest coverage area. Auxiliary power for this station was supplied as a result of the Broadcast Station Protection Program of the Defense Civil Preparedness Agency. If the power failure is widespread, the people can still receive information on their battery-powered radios. There is also direct two-way radio communications from the major station's transmitter site and the Disaster Information Center at City Hall. This serves as a back-up in the event of telephone failure.

All Stations Participate

All broadcast stations in our county voluntarily participate in the Spartanburg County Emergency Broadcast System, and all share in the expense of the system. Major expenses are paid by local government with matching Federal funds.

If you are a government official or just an individual citizen, don't put this magazine down and wait for someone to develop something like this plan for your community. Write the Emergency Communications Division of the Federal Communications Commission, Washington, D.C., and request the names of the State Emergency Communications Committee members for your State and area. And ask for the Detailed State EBS Operational Plan and Maps for your State, as well as a copy of the Rules and Regulations of EBS. You will get them with a note of thanks for your interest.

When you get them, call or visit the people in your area who are responsible for serving the public in a major emergency. Tell them a disc jockey and six tornadoes sent you. Please hurry — it's an EMERGENCY! ■