



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

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CJCSI 6900.01A  
24 December 1996

## TELECOMMUNICATIONS ECONOMY AND DISCIPLINE

References: See Enclosure B.

1. Purpose. This instruction establishes the policy of the Chairman of the Joint Chiefs of Staff on telecommunications economy and discipline.

2. Supersession. CJCSI 6900.01, 15 June 1994, "Telecommunications Economy and Discipline," is superseded.

3. Applicability. This instruction applies to the Joint Staff; Services; combatant commands; Defense Information Systems Agency (DISA); Defense Intelligence Agency (DIA); Defense Logistics Agency (DLA); National Imagery and Mapping Agency (NIMA); Defense Special Weapons Agency (DSWA), National Security Agency (NSA); National Communications System; US National Military Representative (USNMR) to Supreme Headquarters, Allied Powers, Europe (SHAPE); US Liaison Officer (USLO) to Supreme Allied Command, Atlantic (SACLANT); US Delegation, UN Military Staff Committee; and Military Communications-Electronics Board (MCEB). This instruction is being sent to the US Coast Guard, Federal Aviation Administration (FAA), Federal Emergency Management Agency (FEMA), and Central Intelligence Agency (CIA) for information and guidance.

4. Policy. Policy outlined herein provides guidance to ensure economical and disciplined use of all DOD common-user telecommunications systems, including commercial and Government-owned voice, data, video, record, and courier. The policy applies to all telecommunications systems administered, operated, or used by DOD components.

5. Definitions. See Glossary.

6. Responsibilities. See Enclosure A.

7. Procedures. This instruction provides policy guidance and, where required, tasks appropriate agencies to develop and publish detailed procedures.
8. Summary of Changes. Changes include:
  - a. Incorporating a more accurate and detailed definition of the Defense Information Systems Network (DISN).
  - b. Eliminating specific references to the Federal Telecommunications System (FTS-2000). Guidance pertaining to the use of non-DOD common-user telecommunications systems also applies to FTS-2000.
  - c. Eliminating references to the Defense Data Network (DDN). DISN data services replaced the DDN.
  - d. Removing message preparation guidance and information already promulgated by existing instructions and directives.
9. Effective Date. This instruction is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:



DENNIS C. BLAIR  
Vice Admiral, U.S. Navy  
Director, Joint Staff

Enclosures:  
A--Guidance  
B--References  
GL--Glossary

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ENCLOSURE A  
GENERAL GUIDANCE

1. Applicability. This instruction provides telecommunications economy and discipline policy to the Services, combatant commands, Joint Staff, and Defense agencies responsive to the Chairman of the Joint Chiefs of Staff. Hereafter, these organizations are collectively referred to as DOD components. This policy applies to all users of telecommunications systems (commercial and Government-owned voice, data, video, record, and courier). Requests for waivers to this policy will be forwarded through the chain of command to the Joint Staff stating the reason compliance is not possible. Nonsubstantive changes may be made to this instruction by the Joint Staff without coordination of the entire instruction.

2. Scope. This instruction provides policy to ensure optimal, responsive, and cost-effective use of telecommunications systems. The policy applies to all telecommunications systems administered, managed, operated, or used by DOD components. Terms are defined in the glossary.

3. Policy

a. General. The Defense Information Systems Agency (DISA) will use the appropriate Defense Information Systems Network (DISN) Voice, Data, Messaging and transport services to satisfy DOD long-haul and wide-area network information transfer requirements. Sustaining base and deployable requirements will be processed per reference i. Maximum use of the DISN will be made to ensure interoperability and economy to the maximum extent feasible. The DISA may utilize a Non DISN service when it supports information transfer requirements which are not fully supportable on the DISN, it offers a significant cost saving over the DISN's collective economy of scale operations and it provides proper safeguards for transferring sensitive information. The sensitivity of the information and operational security must be considered when a system for transmitting the information is selected. The use of all telecommunications systems will be limited to official business, consistent with the policies delineated in reference b.

b. Use. Special emphasis is placed on economy and discipline in the use of the DISN voice services, such as the Defense Switched System Network (DSN) and Defense Red Switch Network (DRSN), DISN data services, such as the Secret Internet Protocol Router Network (SIPRNET), and Unclassified But Sensitive Internet Protocol Router Network (NIPRNET), DISN video-teleconferencing services, and military satellite communications. Additional policies concerning those systems are in references a, b, and h.

c. Cost Recovery. When applicable, cost recovery for DISA common-user systems will be accomplished through the Defense Business Operating Fund (DBOF). Charges will be passed to the Services and Defense agencies

based on actual or projected usage of the particular network. When actual or projected usage cannot be accurately determined, charges will be based on a pro rata share. Individual Services and Defense agencies will determine the lowest level practical within their purview to recover costs.

d. Recurring Reports. The use of telecommunications systems for transmitting recurring reports will be reviewed at least every 2 years or in accordance with DOD directives by DOD components to ensure:

- (1) Continued appropriateness of the selected system.
- (2) Continued need for the recurring report.
- (3) Reports to be sent by other means during MINIMIZE are identified and procedures are established for implementing those other means.
- (4) Reports are combined, where feasible.
- (5) Maximum use is made of automated formatting and processing of reports, where feasible.
- (6) Reports are brief and addressed only to essential addressees.
- (7) Where appropriate, maximum use of worldwide web technology electronic bulletin boards will be used to disseminate information. This follows the principle of letting the user determine what information is needed- "smart pull."

e. Precedence. Precedence will be assigned by the originator to both record and voice communications in accordance with reference d. In addition, the following will be considered:

- (1) Special care must be taken to ensure the proper use of emergency command precedence (ECP) and FLASH for record messages. FLASH OVERRIDE for voice traffic is limited to essential action addressees. ECP or FLASH will not be assigned to information addressees unless collateral mission support is required.
- (2) Authority to release messages or make calls using FLASH, ECP, or FLASH OVERRIDE will be limited to flag and general officers or civilians of equivalent rank and commanding officers and their representatives authorized in writing. ECP and FLASH messages will not be readdressed using the original precedence unless an ECP or FLASH releasing authority certifies the need. The text of ECP or FLASH messages should be less than 200 words; amplifying messages must be assigned a lower precedence.

(3) Delegation of authority to release IMMEDIATE messages will be controlled.

(4) Assignment of lesser precedence for information addressees will be stressed.

f. MINIMIZE. The objective of MINIMIZE is to clear information systems and telecommunications networks of traffic that does not have the urgency to require electrical transmission during MINIMIZE. It is imposed in accordance with reference d when actual or real-world emergencies arise or are expected in order to reduce the volume of information destined for a given area. During MINIMIZE, traffic will be strictly limited to information that must be transmitted electrically to avoid serious detrimental impact on mission accomplishment or to provide safety of life. Traffic not meeting MINIMIZE criteria will not be held until MINIMIZE is lifted but will be forwarded promptly by the originator by other means (e.g., broadcast services- "smart push" or electronic bulletin boards- "smart pull"). Electronic mail and facsimile transmissions will be limited during MINIMIZE if DOD information systems are used to relay information to the affected area.

g. Record Communications. Record communications systems generally process and transfer information in narrative message or data format. Output is a semi-permanent or permanent record. The following guidance applies to record communications:

(1) Messages will be brief, concise, and addressed to the minimum number of addressees with a need for the information.

(2) Message writers and releasing officials will understand their responsibilities for preparing and releasing record traffic as specified in current allied, joint, or Service communications publications.

(3) Message writers and releasing officials will be briefed on MINIMIZE, and procedures will be established for stringent control of input of messages into information systems throughout the period of MINIMIZE. It is emphasized that MINIMIZE is imposed by commanders upon originators of messages, not upon information systems and telecommunications networks. It is incumbent upon commanders at all levels of command to stringently enforce the order imposing MINIMIZE.

(4) Messages for data transmission will be limited to those addressees essential to mission accomplishment. Address indicator groups (AIGs), or equivalents for special-purpose systems, should be used where appropriate. Readdressal of AIG-addressed messages SHOULD NOT be initiated unless the addressee identified for receipt of the readdressal is not listed in the composition of the AIG. Tactical units will be included as information addressees only when the information is essential for

operation. References c through f provide more detailed message preparation guidance.

(5) Electronic mail outside the chain of command will be considered informal information unless participating organization commanders have agreed to authorize electronic mail for formal record communications. Electronic mail may be designated as record communications within an organization by the organization commander.

(6) Use of US Message Text Format (USMTF) reports is required (see reference g). Refer to applicable joint publications and the respective CINC, Service, or Defense agency directives for further guidance.

h. Voice Communications. The following information applies to voice communications:

(1) The transmitting of facsimile or imagery over DISN voice services, other Government-sponsored telephone systems, or commercial telephone lines will be closely scrutinized to ensure such transmissions are limited to information that cannot be forwarded by a more cost-effective means and still meet mission needs. Restrictions in reference a will also be met.

(2) Personnel with authority to approve long-distance commercial calls will control their use. Commercial long-distance calls will be considered only if Government-furnished telephone circuits cannot satisfy the requirement.

(3) Authorizations for FLASH OVERRIDE, FLASH, IMMEDIATE, and PRIORITY DISN subscribers will be revalidated every 2 years by DOD components with the view to reduce those authorizations whenever possible. Requests for increased precedence capability will be closely scrutinized by appropriate authorities. Proper precedence assignment for DISN calls will be stressed.

(4) Measures will be taken to ensure that DISN service is restricted to:

(a) Official business, consistent with the policies delineated in reference b.

(b) Use of a precedence level in consonance with the subject matter.

(5) Video teleconferencing requirements will be submitted to DISA for implementation.

i. Courier Service. Courier service is generally used to transfer TOP SECRET, cryptographic, and other sensitive information between organizations. Care must be taken to ensure CINC, Service, or Defense

agency regulations or directives are used in handling highly classified and sensitive information. DOD components will review frequency of courier service to minimize costs while still supporting operational mission requirements.

#### 4. Responsibilities

a. Each combatant command, Service, and Defense agency using telecommunications systems will:

- (1) Comply with the policies established in this instruction.
- (2) Establish procedures to audit the use of telecommunications systems and services. Systems and/or services no longer required should be canceled immediately.
- (3) Review telecommunications system procedures and capabilities to determine their operational and mission effectiveness, economy, and efficiency. Methods for improving telecommunications system economy and discipline will be stressed and will include a biennial revalidation of FLASH OVERRIDE, FLASH, IMMEDIATE, and PRIORITY DSN precedence levels. Revalidation will confirm that each user has a mission need. Precedence revalidation results will be provided to the Director for C4 Systems, Joint Staff. DOD components may submit a blanket submission in accordance with reference a to satisfy this requirement.
- (4) Ensure Inspector General team surveys and reports include an analysis of user telecommunications system economy and discipline. Particular emphasis will be placed on the following:
  - (a) A review of DOD component procedures to audit use of telecommunications systems.
  - (b) Procedures to prevent precedence abuse of all transmission methods.
  - (c) Prevention of non-adherence to DISN policy as specified in reference c.
  - (d) Prevention of abuse of SPECAT, PERSONAL FOR, and LIMDIS caveats.

(5) Take prompt remedial action to correct deficiencies identified.

b. The Joint Staff will accomplish the following:

- (1) Ensure combatant commands, Services, and Defense agencies comply with the intent of this instruction.

- (2) Review biennial precedence revalidation's to ensure proper allocation of information system resources.
- (3) Review and approve or disapprove waiver requests to this instruction.
- (4) Ensure use of USMTF is in accordance with applicable directives.

ENCLOSURE B

REFERENCES

- a. CJCSI 6215.01, 1 February 1995, "Policy for Defense Switched Network Service."
- b. CJCSI 6211.02A, 22 May 1996, "Defense Information System Network and Connected Systems."
- c. ACP 100 US Supplement-#1, Edition N, June 1989, "US Call Sign and Address Group System." US SUPP 1 provides instructions and assignments.
- d. ACP 121 US Supplement-1, Edition F, June 1981, "Communications Instructions - General."
- e. ACP 127 US Supplement-1, Edition H, May 1984, "Communications Instructions - Tape Relay Procedures."
- f. JANAP 128, July 1993, "Automatic Digital Network (AUTODIN) Operating Procedures."
- g. United States Military Communications and Electronics Board (USMCEB) Message 312207Z March 1993, "Summary of 29 Mar 1993 USMCEB Meeting."
- h. CJCS MOP 37, 14 May 1992, "Military Satellite Communications Systems."
- i. DODI 4640.14, 5 December 1991, "Base and Long-Haul Telecommunications Equipment and Services."
- j. MIL-STD 6040, 1 June 1995, "US Message Text Format."

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## GLOSSARY

book message. A message destined for two or more addressees (either action or information) and for which the originator considers no addressee should know the other recipients of the message (e.g., commercial contract bid).

Defense Information System Network (DISN). A sub-element of the Defense Information Infrastructure (DII), the DISN is DOD's consolidated world-wide enterprise-level telecommunications (secure and non-secure voice, data, and video) infrastructure that provides an end-to-end information transfer network for supporting military operations. It is transparent to the user, facilitates the management of information resources, and is responsive to national security and defense needs under all conditions in the most efficient manner.

Defense Message System (DMS). All hardware, software, procedures, standards, facilities, and personnel used to exchange messages electronically between organizations and individuals in the Department of Defense. The current baseline of the DMS consists of the AUTODIN (including base-level support systems) and electronic mail on the DDN that has become part of the DISN. The DMS includes tactical users and supports allied systems.

information system. The organized collection, processing, transmission, and dissemination of information in accordance with defined procedures, whether automated or manual. It is a system, whether automated or manual, comprised of people, machines, and/or methods organized to accomplish specified operations on data that represent information.

originator. Command or activity initiating the message or voice traffic.

precedence. A designation assigned by the message or voice traffic originator indicating relative processing, delivery, and response time. Precedence is based on the urgency of the subject matter and the time constraints involved.

release authority. Person designated to authorize transmission of a message.

telecommunications. Any transmission, emission, or reception of signals, signs, writing, images, sounds, or information of any nature by wire, radio, visual, or other electronic means.

US Message Text Format (USMTF). A series of jointly standardized record and voice message reports, formatted in accordance with and documented in reference j. The USMTF program applies to all character-oriented message text formats.

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