

# Global View



## Civil, Military GPS Program: Congress Sets Budget

GPS satellite acquisition was allocated \$172.7 million and GPS III modernization, \$78.4 million, in the 2002 Department of Defense Appropriations Act signed into law by President Bush on January 10. The GPS system also received \$180.5 million for space and control segment operations.

Earlier, the GPS Wide Area Augmentation System (WAAS), Local Area Augmentation System (LAAS), and Nationwide Differential Global Positioning System (NDGPS) programs received allocations in the fiscal year 2002 (FY02) transportation appropriations bill, which Bush signed in December.

The final figure represents a resolution of differences between the Senate and House versions of the bill. The Senate Appropriations Committee had approved an Air Force request of \$23.7 million for advance procurement for modifications to GPS satellites and approved the requested level for Global

Positioning (Space) at \$177.7 million. The House version passed on November 28 deleted the funds for advance procurement for satellite modifications, instead recommending deferral of the purchase of those parts until fiscal 2003. The committee reduced the \$177.8 million request for Global Positioning (Space) by \$25 million to \$152,719,000.

The appropriation measure also provides \$53.1 million for acquisition of user equipment.

The FY 2002 transportation appropriation includes \$43.1 million for the Federal Aviation Administration (FAA) LAAS program, \$9 million more than requested. LAAS is designed to provide airports with the capability to land aircraft in conditions of reduced visibility.

The conference committee fully funded WAAS at \$80.9 million for FY02. WAAS uses geostationary satellites and a ground-based network of reference stations to provide enhanced

GPS system integrity alerts and signal accuracy and availability to enable CAT-1 capabilities. The allocation includes \$5 million for initial funds for geostationary satellite services.

The conferees cited continuing concerns about WAAS schedule delays and certification problems, noting that the solution to WAAS certification may lie, in part, in the use of positioning data from other navigational or communication capabilities. The conference report urges FAA to assess the possible role of emerging communications, navigation, and surveillance capabilities to help move WAAS along.

The transportation appropriation provides \$6 million for Nationwide DGPS in a Federal Highway Administration account. The money will fund preparation of three additional NDGPS stations and continuing

operations of the 21 sites already on line. The House had attempted to zero out the program but the Senate restored the funds.

Section 8113 of the law allows DoD GPS allocations to be used to fund civil requirements associated with the satellite and ground control segments of the modernization program.

## Heritage Security Report Urges GPS Changes

The Heritage Foundation, an influential conservative "think tank" in Washington, D.C., has issued a report on homeland security that urges inclusion of GPS in the nation's critical infrastructure and recommends creation of a national program office to operate the system with the Department of Defense (DoD) as the lead agency.

The report, issued in January, stems from the work of a task force headed by two former officials in the Reagan administration, Edwin Meese III and L. Paul Bremer III. Established in the wake of the September 11 terrorist attacks, the task force includ-

ed a series of working groups who set forth a set of priorities and associated "key steps" for actions to improve homeland security. Meese was attorney general under Reagan and Bremer chaired a National Commission on Terrorism and served as ambassador at large for counterterrorism.

The recommendations on GPS came from the Working Group on Infrastructure Protection and Internal Security, which listed as its second priority, "designating the Global Positioning System (GPS) frequencies and network as critical national infrastructure." Among the members on the working group was Jules McNeff, a long-time DoD representative for GPS program policies who currently serves as the director for military affairs with the U.S. GPS Industry Council. Michael Scardaville, a Heritage Foundation staff member who served as rapporteur for that

working group, acknowledged that McNeff "drove most of the GPS recommendations. He is obviously tremendously well-informed on the subject."

Probably the two most controversial recommendations are those regarding a national program office (NPO) and designation of DoD as the lead agency for GPS affairs.

Presumably, a GPS NPO would create a centralized budgetary and policy focal point in the White House that would supersede or, at least, supervise the activities of the Interagency GPS Executive Board (IGEB). Co-chaired by DoD and the Department of Transportation (DoT), the IGEB is a senior-level policy group that includes members from five other civilian departments, NASA, and the Joint Chiefs of Staff.

Observers suggested to *GPS World* that the NPO would probably not find much traction

because, whatever the shortcomings of the current policy management arrangement, a serious problem is not perceived to exist. Moreover, designating DoD as the lead agency for GPS matters would seem to upset the nominal equity between civil and military interests represented on the IGEB, reflecting the GPS system's "dual use" nature.

Specific actions and supporting arguments proposed to meet that priority included:

"Key Step #1. The President should include the GPS as infrastructure critical to homeland security in the NSPD and create a national program office to manage it. The program office should be modeled loosely after the early Atomic Energy Commission and consist of a council of members appointed by the President and a small staff of senior government personnel who coordinate GPS policy between Federal agencies,

Congress, State and Local agencies, and the private sector."

McNeff told *GPS World* that the nation lacks "a coherent national strategy and plan for procuring and operating the GPS system" and that "the current structure is very much to blame. We don't have a way to manage the separate departmental institutional processes" affecting GPS. An NPO appointed by the president with the concurrence of Congress would enable better management of "not just GPS itself, but the system of systems that grows from it."

"Key Step #2. The President should assign the Department of Defense as the lead agency for GPS. The Department of Defense developed GPS, and the system serves vital national security purposes. The civil and economic value it provides are products of the Pentagon's decision to make the system publicly available. As a result, the Defense Department

should be made responsible for coordinating GPS security with private-sector stakeholders and other federal agencies."

McNeff says this recommendation stems from the need for a service identified as a critical national infrastructure to have a single governmental department as its sponsor. He acknowledges the risk of upsetting the current nominal co-equity between civil and military interests, but argues that an NPO and associated presidential appointments could restore this co-equal relationship.

"Key Step #3. The President should issue new directives to amend existing ones on critical infrastructure to include GPS.

"Key Step #4. The Department of Defense should deploy a more secure GPS network. The President should direct the Department of Defense — with support from the Office of Science and Technology Policy, the National Security Council,

and the Office of Management and Budget — to accelerate modification of GPS satellites currently in production to include more robust signals. It should begin launching these satellites at an increased rate to augment the fragile constellation currently in operation and to establish a larger constellation over time (some 30 to 36 satellites)."

The working group suggested that the Office of Science and Technology Policy and Coordination, with the National Security Council, should place greater emphasis on developing means to protect satellite assets, particularly the GPS network.

Knowledgeable observers of the Washington scene noted that the Heritage Foundation was one of many groups to examine national security in the wake of the September terrorist attacks. However, given the prominence of the task force chairmen and members, the specific "action-

able" phrasing of the recommendations, and some new ideas introduced in its report, the foundation's effort will probably receive higher than usual attention from the White House and Congress.

One observer suggested that the recommendation on DoD could merely reflect the fact that, in efforts involving more than one agency with differing rules about procurement, a choice has to be made as to which rules are followed.

The report will probably benefit GPS by elevating its visibility and associating the system with other critical infrastructures such as transportation and communications. This, in turn, could help build support for the GPS III modernization effort now under way as well as annual operational funding.

Other members of the infrastructure protection and internal security working group included

Carol Hallett, president and CEO, Air Transport Association; Frank Keating, governor of Oklahoma; Army Col. Joseph Muckerman, USA (Ret.), former Director of Emergency Management, Office of the Secretary of Defense; U.S. Coast Guard Capt. Bruce Stubbs (Ret.), Anteon Corporation; Thomas L. Varney, Director of Technology Assurance and Security, McDonald's Corporation; Pete Wilson, former governor of California.

Established in 1973, the foundation's mission statement identifies it as "a research and educational institute — a think tank — whose mission is to formulate and promote conservative public policies based on the principles of free enterprise, limited government, individual freedom, traditional American values, and a strong national defense." ☉

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