(U) ANNEX

(U) CLASSIFIED ANNEX TO DEPARTMENT OF DEFENSE PROCEDURES UNDER EXECUTIVE ORDER 12333

Sec. 1: Applicability and Scope (U)

(S//SI) These procedures implement sections 2.3, 2.4, and 2.6 (c) of Executive Order 12333 and supplement Procedure 5 of DoD Regulation 5240.1-R, previously approved by the Secretary of Defense and the Attorney General. They govern the conduct by the United States Signals Intelligence System of signals intelligence activities that involve the collection, retention and dissemination of communications originated or intended for receipt in the United States, and signals intelligence activities that are directed intentionally against the communications of a United States person who is outside the United States. These procedures also govern the collection, retention and dissemination of information concerning United States persons that is collected by the United States Signals Intelligence System including such activities undertaken These procedures do not apply to signals intelligence activities that are not required under Executive Order 12333 to be conducted pursuant to procedures approved by the Attorney General. Further, these procedures do not apply to signals intelligence activities directed against the radio communications of air and sea vessels for the purpose of collecting foreign intelligence regarding international narcotics trafficking or in support of federal law enforcement efforts to interdict such trafficking. Such signals intelligence activities are subject to a separate classified annex approved earlier by the Attorney General (See Annex J to United States Signals Intelligence Directive 18). Except for matters expressly authorized herein, the limitations contained in Department of Defense Regulation 5240.1-R also apply to the United States Signals Intelligence System. Reference should be made to those procedures with respect to matters of applicability and scope, definitions, policy and operational procedures not covered herein.

Sec. 2: Definitions (U)

(U) The following additional definitions or supplements to definitions in DoD Regulation 5240.1-R apply solely to this Classified Annex:

(S//SI) Agent of a Foreign Power. For purposes of signals intelligence activities which are not regulated by the Foreign Intelligence Surveillance Act (FISA), the term "agent of a foreign power" means:

(a) a person who, for or on behalf of a foreign power, is engaged in clandestine intelligence activities, sabotage, or international terrorist activities, or activities in preparation for international terrorist activities, or who conspires with, or knowingly

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aids and abets such a person engaging in such activities;

- (b) a person who is an officer or employee of a foreign power;
- (c) a person unlawfully acting for, or pursuant to the direction of, a foreign power. The mere fact that a person's activities may benefit or further the aims of a foreign power is not enough to bring that person under this subsection, absent evidence that the person is taking direction from, or acting in knowing concert with, the foreign power;
- (d) a person in contact with or acting in collaboration with an intelligence or security service of a foreign power for the purpose of providing access to information or material classified by the United States to which such person has or has had access; or
- (e) a corporation or other entity that is owned or controlled directly or indirectly by a foreign power.
- (U) Communicant. The term "communicant" means a sender or intended recipient of a communication.
- (U) Consent. For the purposes of signals intelligence activities, an agreement by an organization with the National Security Agency to permit collection of information shall be deemed valid consent if given on behalf of such organization by an official or governing body determined by the General Counsel, National Security Agency, to have actual or apparent authority to make such an agreement.
- (S//SI) Foreign Communication. The term "foreign communication" means a communication that involves a sender or an intended recipient who is outside the United States or that is entirely among foreign powers or between a foreign power and officials of a foreign power. Electronic surveillance within the United States targeted against communications entirely among foreign powers or between a foreign power and officials of a foreign power will be coordinated with the Federal Bureau of Investigation, including surveillances targeted against telephone communications or telecommunications that serve residential or non-official premises of a foreign power or foreign officials within the United States. This coordination is intended to satisfy the National Security Agency and the Federal Bureau of Investigation intelligence requirements, preclude duplication of effort, and ensure that appropriate minimization practices are developed and applied.
- (U) Foreign <u>Intelligence</u>. The term "foreign intelligence" includes both positive foreign intelligence and counterintelligence.
- (C) Illicit Communication. The term "illicit communication" means a communication transmitted in violation of the Communications Act of 1934 and regulations thereunder or of international agreements which because of its explicit content, message characteristics, or

method of transmission is reasonably believed to be a communication to or from an agent or agents of foreign powers, whether or not United States persons.

- (U) Interception. The term "interception" means the acquisition by the United States Signals Intelligence System through electronic means of a nonpublic communication to which it is not an intended party, and the processing of the contents of that communication into an intelligence form but not including the display of signals on visual display devices intended to permit the examination of the technical characteristics of the signal without reference to the information content carried by the signal.
- Communications" means foreign communications transmitted internationally in whole or in part by one or more commercial or foreign government communications carriers, and includes, but is not limited to,

 International commercial communications may be wire, telephone or radio communications transmitted by high frequency, microwave, satellite or other mode of transmission.
- (C) National <u>Diplomatic Communications</u>. The term "national diplomatic communications" includes all communications, regardless of the mode of transmission, transmitted by or to a foreign power and to which no United States person is a communicant. The official communications of an international organization composed of foreign governments are included in the meaning of this term, provided, however that the communications of official representatives of the United States are not included.
- (C) Selection. The term "selection," as applied to manual and mechanical processing activities, means the intentional insertion of a name, cable, TELEX, or other address and answer back or other alpha-numeric device into a computer scan dictionary or manual scan guide for the purpose of identifying messages of interest and isolating them for further processing.
- —(C) Selection Term. The term "selection term" means the composite of individual terms used to effect or defeat selection of particular communications for the purpose of interception. It comprises the entire term or series of terms so used, but not any segregable term contained herein. It applies to both mechanical and manual processing.
- (U) Technical <u>Data Base</u>. The term "technical data base" means information retained for cryptanalytic or traffic analytic purposes.
- (U) Transiting <u>Communications</u>. The term "transiting communications" includes all communications that neither originate nor terminate in the United States, but which transit the United States during transmission.
- -(C)-United States Person. For purposes of intentionally collecting the communications of a particular person, the term "United States person," in addition to the meaning in the Appendix to DoD Regulation 5240.1-R, includes any alien known to be presently in the United States; any unincorporated association of such aliens or American citizens; the United States

operations, office, branch, or representative of a corporation incorporated abroad; any corporation or corporate subsidiary incorporated in the United States; and any U.S. flag non-governmental aircraft or vessel: Provided, however, that the term "U.S. person" shall not include (i) non-permanent resident aliens and entities in the United States that have diplomatic immunity as determined in accordance with Subsection 4.B; or (ii) a foreign power or powers as defined in Section 101 (a)(1)-(3) of FISA.

Sec. 3: Policy (U)

(U) The Director, National Security Agency, is assigned responsibility for signals intelligence collection and processing activities and communications security activities. In order to assure that these activities are conducted in accordance with the provisions of Executive Order 12333, the Director, or his designee, will issue appropriate directives and instructions implementing these procedures and governing the conduct of the United States Signals Intelligence System and the activities of communications security entities.

disseminate foreign communications and military tactical communications. It is recognized, however, that the United States Signals Intelligence System may incidentally intercept nonforeign communications, including those of or concerning United States persons, in the course of authorized collection of foreign communications. The United States Signals Intelligence System makes every reasonable effort, through surveys and technical means, to reduce to the maximum extent possible the number of such incidental intercepts acquired in the conduct of its operations. Information derived from these incidentally intercepted non-foreign communications may be disseminated to the Federal Bureau of Investigation when the information is foreign intelligence or counterintelligence or indicates a threat to the physical safety of any person. Dissemination of such information is also governed by these procedures and applicable minimization procedures approved in accordance with FISA. Specific communications sent from or intended for receipt by the United States persons are not intercepted deliberately by the United States Signals Intelligence System unless specific authorization for such interception has been obtained in accordance with these procedures.

(S//SI) The President has authorized, and the Attorney General hereby specifically approves, interception by the United States Signals Intelligence System of:

- * National Diplomatic Communications;
- * International Commercial Communications;
- * Illicit Communications;
- * United States and Allied Military exercise communications;

- * Signals collected during the search of the signals environment for foreign communications that may be developed into sources of signals intelligence;
- * Signals collected during the monitoring of foreign electronic surveillance activities directed at United States communications consistent with the Foreign Intelligence Surveillance Act of 1978; and
- * Signals collected during the testing and training of personnel in the use of signals intelligence collection equipment in the United States consistent with the Foreign Intelligence Surveillance Act of 1978.

Sec. 4: Procedures (U)

A. (C) Signals Intelligence: Communications of, or concerning, United States persons. The United States Signals Intelligence System may collect, process, retain and disseminate foreign communications that are also communications of, or concerning, United States persons. Communications of, or concerning, United States will be treated in the following manner.

1. Collection

- (a) (S://SI) Communications of or concerning a United States person may be intercepted intentionally or selected deliberately through use of a selection term or otherwise only:
- (1) with the consent of such United States person. Where a United States person has consented, by completion of the appropriate Consent Agreement appended hereto, to the use of a selection term intended to intercept communications originating by or referencing that person, the National Security Agency may use such selection term to select foreign communications; or
- (2) with specific prior court order pursuant to the Foreign Intelligence Surveillance Act of 1978 where applicable. All United States Signals Intelligence System requests for such court orders or approvals shall be forwarded by the Director, National Security Agency for certification by the Secretary of Defense or the Deputy Secretary of Defense (in case of the unavailability of both of these officials and in emergency situations, certification may be granted by another official authorized by executive order to certify such requests), and thence to the Attorney General; or
- (3) with the specific prior approval of the Director, National Security Agency, in any case in which the United States person is reasonably believed to be held captive by a foreign power or by a group engaged in international terrorist activities. The Attorney General will be notified when the Director authorizes selection of communications concerning a United States person pursuant to this provision; or

(4) with specific prior approval by the Attorney General based on a finding by the Attorney General that there is probable cause to believe the United States person is an agent of a foreign power and that the purpose of the interception or selection is to collect significant foreign intelligence. Such approvals shall be limited to a period of time not to exceed ninety days for individuals and one year for entities.

(b) (S//SI) Communications of, or concerning (1)

of a foreign power, or powers, as defined in Section 101 (a) (1) - (3) of FISA, or (2) any corporation, corporate subsidiary, or other business entity in the United States that is openly acknowledged by a foreign government, or governments, to be directed and controlled by such foreign government, or governments, may be intercepted intentionally, or selected deliberately (through the use of a selection term or otherwise), upon certification in writing by the Director, NSA to the Attorney General. Such certification shall take the form of the Certification Notice appended hereto. An information copy shall be forwarded to the Deputy Secretary of Defense. Collection may commence upon the Director, NSA's certification. In addition, the Director, NSA shall advise the Attorney General and the Deputy Secretary of Defense on an annual basis of all such collection.

(c) (C) For purposes of the application of Parts 1, 2 and 3 of Procedure 5 (and subsection 4.A.1 (a) of this annex) to the activities of the United States Signals Intelligence System, any deliberate interception, selection or use of a selection term shall be deemed to constitute electronic surveillance; and "significant foreign intelligence" shall mean not only those items of information that are in themselves significant, but also items that are reasonably believed, based on the experience of the United States Signals Intelligence System, when analyzed together with other items, to make a contribution to the discovery of "significant foreign intelligence."

(d) (S//SI) Emergencies:

(1) The emergency provision in Section D of Part 2, Procedure 5, of DoD 5240.1-R, may be employed to authorize deliberate selection of communications of, or concerning, a United States persons defined in the Appendix to DoD Regulation 5240.1-R, when that person is outside the United States.

(2) If the United States Signa	als Intelligence System is intentionally collecting
the communications of or concerning a non-resi circumstances that suggest that the alien is an a	ident alien abroad who enters the United States in
communications of that alien may continue for	a period not to exceed seventy-two hours after it
is learned that the alien is in the United States w	while the United States Signals Intelligence
system seeks authority to continue the surveilla	nce from the Attorney General pursuant to these
procedures. In the case of	efforts will be made
to determine	If the second of
obtained within seventy-two hours, collection o	f the international communications of
must be terminated until	, appropriate Attorney General approval is
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obtained, or leaves the United States. Communications acquired after the target is known to be in the United States, and that are not solely of, or concerning, U.S. citizens or permanent resident aliens, may be disseminated for foreign intelligence purposes until such time as diplomatic status is established or Attorney General approval is obtained. In those instances in which the diplomatic status of the alien is established, or Attorney General approval for continued surveillance is obtained, communications of, or concerning, the alien may be disseminated in accordance with subsection 4.A.4 of these procedures.
(3) If the United States Signals Intelligence System is intentionally collecting communications of, or concerning, a United States citizen or permanent resident alien abroad, it must terminate the surveillance promptly upon learning that person is in the United States. Electronic surveillance may be reinstituted only in accordance with FISA. In the event communications of, or concerning, the target continue to be collected before termination can be effected, processing and use of information derived from such communications shall be restricted to the greatest extent possible and special care shall be taken to ensure that such information is not disseminated for any purpose unless authorized in accordance with the provisions of FISA.
(e) (S//SI)-Communications transmitted on with a terminal in the United States that services a U.S. person may be targeted for interception upon certification in writing by the Director, NSA to the Attorney General that the target of the collection is a foreign entity and that the purpose of the collection is to obtain foreign intelligence. The certification shall take the form of the Certification Notice appended hereto. Collection may commence upon the Director, NSA's certification. In addition, the Director, NSA will advise the Attorney General on an annual basis of all such collection. The Deputy Secretary of Defense will be provided information copies of all certifications sent to the Attorney General.
(f) (E//SI) Provided the proposed monitoring is not otherwise regulated by Section 4.A.I (a)-(e), voice and facsimile communications with one communicant in the United States may be targeted for intercept only with the prior approval of the Attorney General or the Director, National Security Agency, as set forth below, unless those communications occur over channels used exclusively by a foreign power. The Director, National Security Agency, may approve the targeting of such communications if technical devices are employed that limit acquisition by the National Security Agency to communications where the target is a non-U.S. person located outside the United States, or to specific forms of communications. In those cases in which it is not possible to use such technical devices, the Attorney General must approve the targeting. Approvals granted by the Director, NSA under this provision shall be available for review by the Attorney General.
(g) (C) may be intercepted in accordance with Section 3 of this Annex.

(h) (S//SI) Use of direction finding solely to determine the location of a transmitter does not constitute electronic surveillance or collection even if directed at transmitters believed to be used by United States persons. Unless collection of the communications is otherwise authorized pursuant to this annex, the contents of communications to which a United States person is a party monitored in the course of direction finding shall be used solely to identify the transmitter.

2. Retention (U)

-(S//SI) Foreign communications of, or concerning, United States persons that are intercepted by the United States Signals Intelligence System may be retained in their original form or as transcribed only:

- (a) if processed so as to eliminate any reference to United States persons;
- (b) if necessary to the maintenance of technical data bases. Retention for this purpose is permitted for a period sufficient to allow a thorough exploitation and to permit access to data that are, or are reasonably believed likely to become, relevant to a current or future intelligent requirement. Sufficient duration may vary with the nature of the exploitation. In the context of a cryptanalytic effort, sufficient duration may consist of a period of time during which encrypted material is subject to, or of use in, cryptanalysis. In the case of international commercial communications that may contain the identity of United States persons and that are not enciphered or otherwise thought to contain secret meaning, sufficient duration is one year unless the Deputy Director for Operations, National Security Agency, determines in writing that retention for a longer period is required to respond to authorized foreign intelligence or counterintelligence requirements; or
- (c) if dissemination of such communications without elimination of references to such United States persons would be permitted under section 4.A.4 below.

3. Processing (U)

- (a) (S//SI) Foreign communications of, or concerning, United States persons must be processed in accordance with the following limitations:
- (1) When a selection term is intended to intercept a communication on the basis of encipherment or some other aspect of the content of the communication, rather than the identity of a communicant or the fact that the communication mentions a particular individual:
- (a) No selection term may be used that is based on content and that is reasonably likely to result in the interception of communications to or from a United States person, or which has in the past resulted in the interception of a significant number of such

communications, unless there is reasonable cause to believe that foreign intelligence or counterintelligence will be obtained by use of such a selection term.

- (b) All such selection terms shall be reviewed annually by the Deputy Director for Operations, National Security Agency, or his designee to determine whether there is reasonable cause to believe that foreign intelligence or counterintelligence will be obtained by the use of these selection terms. The review of such selection terms shall include an examination of whether such selection terms have in the past resulted in the acquisition of foreign intelligence.
- (c) Selection terms based on content that have resulted or that are reasonably likely to result in the interception of communications to or from a United States person shall be designed to defeat, to the extent practicable under the circumstances, the interception of such communications not containing foreign intelligence.
- (2) Foreign communications collected by the United States Signals Intelligence System or other authorized entities may be forwarded to the National Security Agency as intercepted. This applies to forwarding to intermediate processing facilities, including those of authorized collaborating centers pursuant to written agreements, provided such forwarding does not result in the production by the United States Signals Intelligence System of information in violation of these procedures.
- (b) (S://SI) Except as provided in (b)(1), radio communications that pass over channels with a terminal within the United States must be processed by use of selection terms, unless these communications occur over channels used exclusively by a foreign power.
- (1) Radio communications that pass over channels with a terminal in the United States may be processed without the use of selection terms only when necessary to determine whether a channel contains communications of foreign intelligence interest which the National Security Agency wishes to collect. Processing under this section may not exceed two hours without approval of the Deputy Director for Operations, National Security Agency, and shall in any event be limited to the minimum amount of time necessary to determine the nature of communications on the channel and the amount of such communications that include foreign intelligence. Once it is determined that the channel contains a sufficient amount of communications of foreign intelligence interest to warrant collection and exploitation to produce foreign intelligence, additional processing of the channel must utilize selection terms.

4. Dissemination (U)

(C//SI) Dissemination of signals intelligence derived from foreign communications of, or concerning, United States persons is governed by Procedure 4 of DoD Regulation 5240.1-R. Dissemination of signals intelligence shall be limited to authorized signals intelligence consumers in accordance with requirements and tasking established pursuant to Executive Order 12333. Dissemination of information that is not pursuant to such requirements or tasking that

constitutes foreign intelligence or counterintelligence or that is otherwise authorized under Procedure 4 shall be limited to those departments or agencies that have subject matter responsibility. Dissemination of the identity of a United Stated person is authorized if it meets one of the following criteria, each of which is also deemed to meet the standard of "necessary to understand or assess" the importance of foreign intelligence information (otherwise, the identity of the United States person must be replaced by a generic term, e.g., United States citizen or United States corporation):

- (a) The United States person has consented to the use of communications of or concerning him or her and has executed the applicable consent form;
 - (b) the information is available publicly;
- (c) the identity of the United States person is that of a senior official in the Executive Branch. When this exemption is applied, the Deputy Director for Operations, National Security Agency, will ensure that domestic political or personal information is not retained or disseminated;
- (d) the communication or information indicates that the United States person may be an agent of a foreign power;
 - (e) the communication or information indicates that the United States person may be:
 - (1) a foreign power as defined in Section 101 (a)(4) or (6) of FISA;
- (2) residing outside the United States and holding an official position in the government or military forces of a foreign power such that information about his or her activities would constitute foreign intelligence;
- (3) a corporation or other entity that is owned or controlled directly or indirectly by a foreign power; or
- (4) acting in collaboration with an intelligence or security service of a foreign power and the United States person has, or has had, access to information or material classified by the United States;
- (f) the communication or information indicates that the United States person may be the target of intelligence activities of a foreign power;
- (g) the communication or information indicates that the United States person is engaged in the unauthorized disclosure of classified national security information;
- (h) the communication or information indicates that the United States person may be engaging in international terrorist activities;

- (i) the interception of the United States person's communications was authorized by a court order issued pursuant to Section 105 of FISA or by Attorney General approval issued pursuant to Section 4.A.1 of this annex and the communication may relate to the foreign intelligence or counterintelligence purpose of the surveillance;
- (j) the communication or information indicates a possible threat to the safety of a person or organization, including those who are targets, victims, or hostages of international terrorist organizations;
- (k) the communication or information indicates that the United States person may be engaged in international narcotics trafficking activities;
- (1) the communication or information is evidence that a crime has been, is being, or is about to be committed, provided that dissemination is for law enforcement purposes; or
- (m) the identity of the United States person is otherwise necessary to understand foreign intelligence or counterintelligence or assess its importance. Access to technical data bases will be restricted to signals intelligence collection and analytic personnel. Requests for access from other personnel or entities shall be referred to the Deputy Director for Operations, National Security Agency. Domestic communications in which all communicants are United States persons shall be disposed of upon recognition, provided that technical data concerning frequency and channel usage may be retained for collection avoidance purposes.

	elligence: Communications of, or Concerning, Aliens and Entities he United States Signals Intelligence System may intentionally intercept
The second secon	nications of non-permanent resident aliens and entities in the United

- C. (C) Signals Intelligence: Illicit Communications. The United States Signals Intelligence System may collect, retain, process, and disseminate illicit communications without reference to the requirements concerning United States persons.
- D. (C) Signals Intelligence: Search and Development. The United States Signals Intelligence System may conduct search and development activities with respect to signals throughout the radio spectrum under the following limitations:
- Collection. Signals may be collected only for the purpose of identifying those signals that:
- (a) may contain information related to the production of foreign intelligence or counterintelligence;

- (b) are enciphered or appear to contain secret meaning;
- (c) are necessary to ensure efficient signals intelligence collection or to avoid the collection of unwanted signals; or
 - (d) reveal vulnerability of United States communications security.
- 2. Retention and Processing. Communications originating or intended for receipt in the United States, or originated or intended for receipt by United States persons, shall be processed in accordance with Section 4.A.3, provided that information necessary for cataloging the constituent elements of the signal environment may be produced and retained if such information does not identify a United States person. Information revealing a United States communications security vulnerability may be retained.
- 3. <u>Dissemination</u>. Information necessary for cataloging the constituent elements of the signal environment may be disseminated to the extent such information does not identify United States persons, except that communication equipment nomenclature may be disseminated. Information that reveals a vulnerability of United States communications security may be dissemination to the appropriate security authorities.
- E. (S//SI) Foreign Electronic Surveillance Activities. The United States Signals Intelligence System may collect information related to the conduct of electronic surveillance activities by foreign powers conducted within the United States against communications originated or intended for receipt in the United States. Collection efforts must be reasonably designed to intercept, or otherwise obtain only the results of such foreign surveillance efforts, and to avoid, to the extent feasible, the intercept of other communications. Such activities shall be conducted pursuant to orders of the United States Foreign Intelligence Surveillance Court.

F. (U) Assistance to the Federal Bureau of Investigation.

- 1. In accordance with the provisions of Section 2.6 (c) of E.O. 12333, the National Security Agency may provide specialized equipment and technical knowledge to the Federal Bureau of Investigation to assist the Bureau in the conduct of its lawful functions. When requesting such assistance, The Federal Bureau of Investigation shall certify to the General Counsel, National Security Agency, that such equipment or technical knowledge is necessary to accomplishment of one or more of the Bureau's lawful functions.
- 2. The National Security Agency may also provide expert personnel to assist Bureau personnel in the operation or installation of specialized equipment when that equipment is to be employed to collect foreign intelligence or counterintelligence. When requesting the assistance of expert personnel the Federal Bureau of Investigation shall certify to the General Counsel, National Security Agency, that such assistance is necessary to collect foreign intelligence or

counterintelligence and that the approval of the Attorney General (and when necessary an order from a court of competent jurisdiction) has been obtained.

//s// William R. Taft DEPUTY SECRETARY OF DEFENSE 26 April 1988 //s// Edwin Meese III ATTORNEY GENERAL 27 May 1988

Executive Order 12333 Consent Agreement Signals Intelligence Coverage

I.	(full name)	, title	, hereby
consent to the Na	tional Security Agency undertaking cing me in foreign communications	to seek and disseminate com	nmunications to
Signals intelligen	ent applies to administrative message ce System to this consent as well as purpose stated above.		
	otherwise provided by Executive C which relates to the purpose stated		
or from me may or reports containing disseminated to n	telligence reports containing informable bedisseminated to me and to gardinary information derived from commune and to <u>Inames of departments and</u> the ded by procedures under Executive Containing information.	. Signals intrinication referencing me may dagencies, e.g., DoD, CIA. e	elligence only be
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Annex to Policy 1-23 Dated: 11 March 2004

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Executive Order 12333 Consent Agreement Signals Intelligence Coverage

I.	(full name)	title	, herby
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Signals Intelligence	at applies to administrative message e System to this consent as well as arpose stated above.		
only references to	therwise provided by Executive Or me in foreign communications and se stated above. This consent is ef	information derived therefro	
referencing me and [names of departm	elligence reports containing informal related to the purpose stated above ents and agencies, e.g., DoD, CIA. Executive Order 12333.	e may only be disseminated	to me and to
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