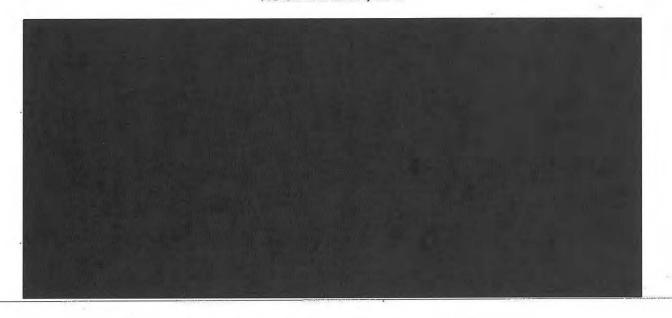
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INTELLIGENCE
SURVEIL LANCE COURT 2815 OCT 21 PM 4: 54

#### **UNITED STATES**

# FOREIGN INTELLIGENCE SURVEILLANCE COURTERN OF COURT WASHINGTON, D.C.



# (U) GOVERNMENT'S VERIFIED RESPONSE TO THE COURT'S ORDER DATED OCTOBER 14, 2015

\_(TS//SI//NF) The Government submits this verified response to the Order of the Foreign Intelligence Surveillance Court (FISC) issued on October 14, 2015 (hereinafter "Order"). The Order directs the Government to file a written submission regarding the Government's justification under both NSA's Section 702 Standard Minimization Procedures (SMPs) and 50 U.S.C. § 1809(a)(2) for retaining data otherwise subject to purge in two mission management systems-

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Classified by: Chief, Oversight Section, OI, NSD, DOJ

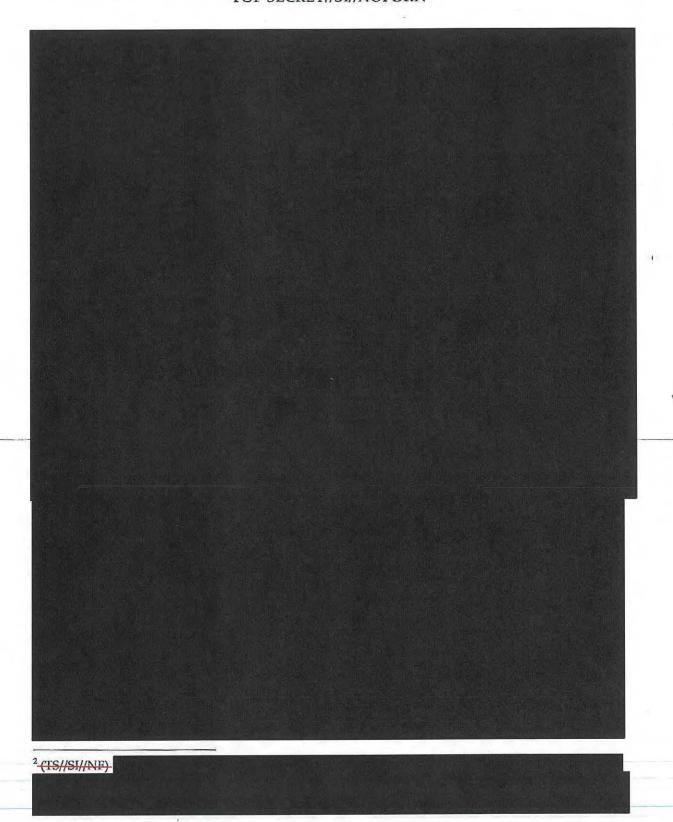
Derived from: NSA/CSSM 1-52 Declassify on: 204010XX

OI Tracking No: 130611

# (U) Background

(S//NF) In a notice filed on July 13, 2015, the Government informed the Court
that information acquired pursuant to the Foreign Intelligence Surveillance Act (FISA)
that is subject to purge or age-off is being retained in two of NSA's compliance mission
management systems, and and See "Update and Notice".
Regarding the National Security Agency's (NSA) purge process for FISA-acquired
information in Mission Management Systems," (July 13, 2015) (hereinafter "July 2015
Notice"). One of the purposes of the July 2015 Notice was to update the Court on
NSA's purge protocols, and certain changes thereto, with respect to certain mission
management systems, including and and . On October 8, 2015, the
Honorable Thomas F. Hogan held a hearing to discuss a number of Section 702-
compliance related issues, including the retention of data in
that is otherwise subject to purge. Following the hearing, on October 14,
2015, Judge Hogan issued an Order requiring the Government to explain in writing:
(a) How it justifies under NSA's 702 SMPs the retention and use in of information otherwise subject to purge; and
(b) How it justifies under 50 U.S.C. § 1809(a)(2) the retention and use in of information otherwise subject to purge.
See Order at 4. The Government herein provides additional background on
and and descriptions of the data contained therein and how it is
used, changes the Government proposes to make to the destruction of data in those
systems, and legal analysis in response to the Court's questions.

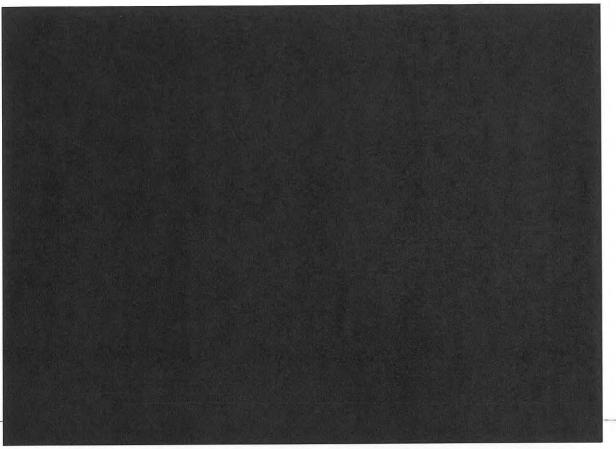
I. <del>(S//NF)</del> Background on and and and	
(TS//SI//NF) and are important compliance-related	ed
systems that help ensure the Government targets, under Section 702, only non-Uni	ited
States persons located outside the United States.	( )
(TS//SI//NF) Specifically, is a compliance tool that assists NSA	A
personnel in possibly indicative of a user being	ng in
the United States . Fo	r
example,	
ANTERNA SERVICE DE LE COMPTE DE	٠
	,
This information is then reviewed by NSA oversight and compliance	
personnel in order to make a determination regarding whether that event is actual	lly
indicative of a person inside the United States.	
(TS//SI//NF) is another tool that provides analysts with limited	l.
information regarding a target's current location	
	, y 1
1- <del>(S//NF)</del>	



4

A. (S//NF) Additional Background on NSA's Use of
(TS//SI//NF) is critical for identifying indications that users of
certain Section 702-tasked facilities may be located inside the United States, a process
required by NSA's Section 702 Targeting Procedures. <sup>3</sup> To identify potential accesses
from within the United States,
<sup>3</sup> (S//NF) According to Section II of NSA's Targeting Procedures, NSA must "[r]outinely check[] all
electronic communications tasked pursuant to these procedures to determine if an
electronic communications was accessed from inside the United States."
4 (S//NP)
<sup>5</sup> -(TS//SI//NF)

-(TS//SI//NF)		is used by N	SA complianc	e and techn	ical perso	nnel
actively involved in	resolving pos	ssible indicat	ions of access	from the Ur	nited State	es, as
well as analysts.6						1 / 1 / 1 / 1 / 1 / 1 / 1 / 1 / 1 / 1 /
(TS//SI//NF)						
					******	
<sup>6</sup> (S/NF)						
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<sup>6</sup> (S/AP)						
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-(TS//SI//NF)	

8 (TS//SI//NF)

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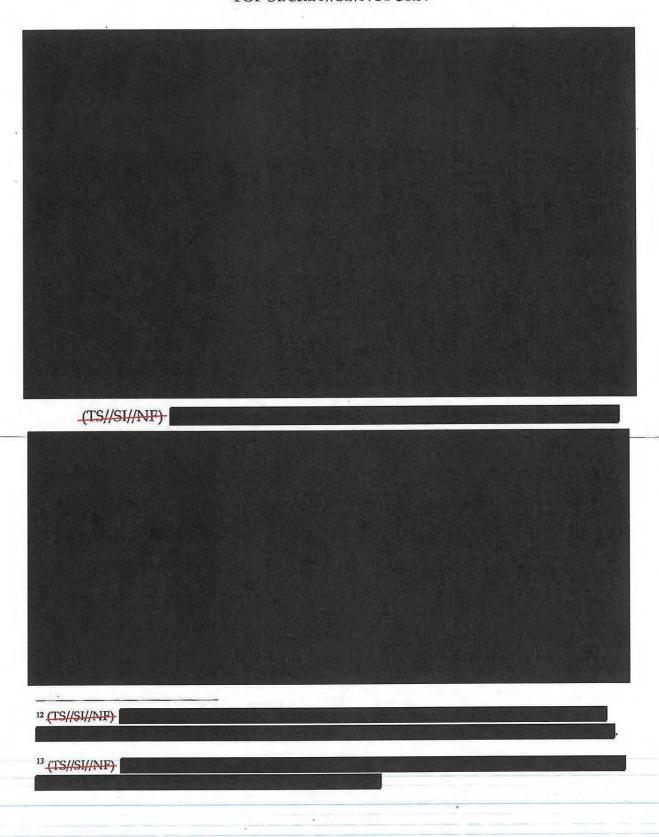
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			is the same with	
9-(S) According to Section I of NSA's Tainadvertent targeting of a United States	rgeting Procedures: person, NSA	'Furthermore, in orde	r to prevent the	

		N
	(TS//SI//NF)	
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E U ROTS	As described in the Government cover	
filing	to the 2014 Certifications,	
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	a significant volume are	
	resolved as not indicative of	
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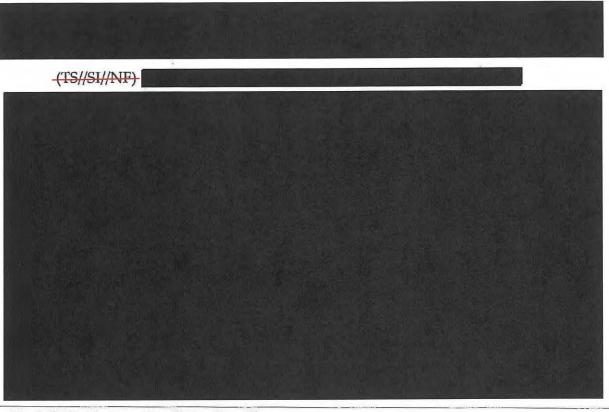
	and not all are indicative of compliance incidents.
	For example, since October 2013, NSA identified approximately instances in
	which prior alert information resulted in alerts being prioritized as "urgent" and subje
	to priority review.
1	
	(TS//SI//NF) The Government acknowledges, however, that there are instances
	in which information retained likely cannot be reasonably assessed to
	provide future assistance in resolving compliance-related issues.
1	
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<sup>&</sup>lt;sup>10</sup> (S) Although the number fluctuates, NSA reports that for 2014 more than 90% of the generated were "false positives," i.e., were determined after further NSA analysis not to be indicative of access of the facility by a user inside the United States.

B. (S//NF) Additional Background on NSA's Use of
(S//NF) serves important compliance-related functions by helping
prevent the tasking of facilities pursuant to Section 702 when those facilities are used by
persons located in the United States, and assisting analysts to avoid querying United
States person identifiers when not permitted by applicable minimization procedures.
Analysts with proper
training and a mission need have access to the data in
(TS//SI//NF)
(TS//SI//NF)
11 (S//NP)



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## II. (S//NF) Prospective Retention Plan

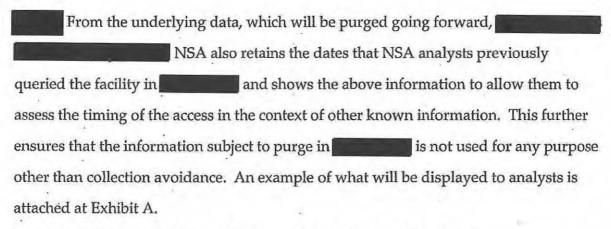
(TS//SI//NF) The above Section describes NSA's current practice with respect to the retention of data in and In order to better align the retention of data in those systems with the Section 702 minimization procedures, and what the Government believes is permitted by Section 1809, below the Government proposes new retention practices for both and and provides an explanation as to why such retention is consistent with Section 1809 and the Section 702 minimization procedures.

A. (S//NF)
(TS//SI//NF) First, NSA will begin implementing in

the age-off

time periods required by the Section 702 SMPs for all underlying records of FISAacquired information. NSA will report to the Court when this is completed with respect

to historical data. Second, NSA will modify the manner in which it handles information subject to purge. Specifically, if the underlying data is subject to purge, NSA will limit to the following specific fields, which may access to such information in contain FISA-acquired or derived information: Importantly, although this specific information subject to access to this limited information will be purge will not be deleted from and system restricted to compliance and technical personnel administrators. In such cases, analysts will only see a notice indicating that the information has been purged. This will further ensure that the information subject to is not used for any other purpose, including purge in B. (S//NF) NSA will begin implementing the age-off (TS//SI//NF) As with time periods required by the Section 702 SMPs in for all underlying records queries. drawn from other systems, as well as historical records of Additionally, NSA plans to modify its treatment of information collected pursuant to FISA-authorities and identified on the MPL. If the underlying data is subject to purge, both the underlying data and certain fields in the NSA will delete from information presented to analysts in response to queries and limit access to such information in to the following specific fields



## III. (U) Relevant Provisions of FISA and Minimization Procedures

- A. (U) Section 702 of FISA, 50 U.S.C. § 1881a
- (U) Under Section 702, the Attorney General and Director of National Intelligence may authorize the targeting of non-United States persons reasonably believed to be located outside the United States. 50 U.S.C. § 1881a(a). Acquisitions conducted under Section 702 must comply with certain limitations enumerated in the statute. First and foremost among these limitations is that Section 702 acquisitions may not intentionally target any person known at the time of acquisition to be located in the United States. 50 U.S.C. § 1881a(b)(1). To ensure compliance with this limitation, the statute also requires the adoption and use of procedures ("targeting procedures") that are reasonably designed to ensure that Section 702 acquisitions are limited to targeting persons reasonably believed to be located outside the United States. 50 U.S.C. § 1881a(c)(1)(A), (d)(1).
- (U) Another limitation imposed by Section 702 is that such acquisitions may not intentionally acquire any communication as to which the sender and all intended recipients are known at the time of acquisition to be located in the United States. 50 U.S.C. § 1881a(b)(4). Accordingly, Section 702 requires that the Government's targeting procedures be reasonably designed to comply with this requirement, too. 50 U.S.C. §

1881a(d)(1)(B). Although this limitation on its face applies regardless of whether the target is a party to a communication the Government seeks to acquire, to the extent that the target is a party to that communication, a reasonable belief that the target is located outside the United States, by itself, ensures compliance with this limitation. See Opinion at 15 (noting that "because a user of a tasked selector is a party to every to/from communication acquired by NSA, a reasonable belief that the users of tasked selectors are outside the United States will ensure that NSA does not intentionally acquire any to/from communication 'as to which the sender and all intended recipients are known at the time of acquisition to be located in the United States.'" (citation omitted)).<sup>14</sup>

(S//NE) While there are many aspects of NSA's Targeting Procedures designed to ensure compliance with these statutory limitations, particularly relevant to the and systems and the data discussed in this filing are the provisions in the Targeting Procedures governing pre-tasking checks and post-tasking checks.

Further, in conducting post-tasking analysis, the Targeting Procedures state that NSA will "routinely check[] all electronic communications tasked pursuant to these procedures to determine if an electronic communications was accessed from inside the United

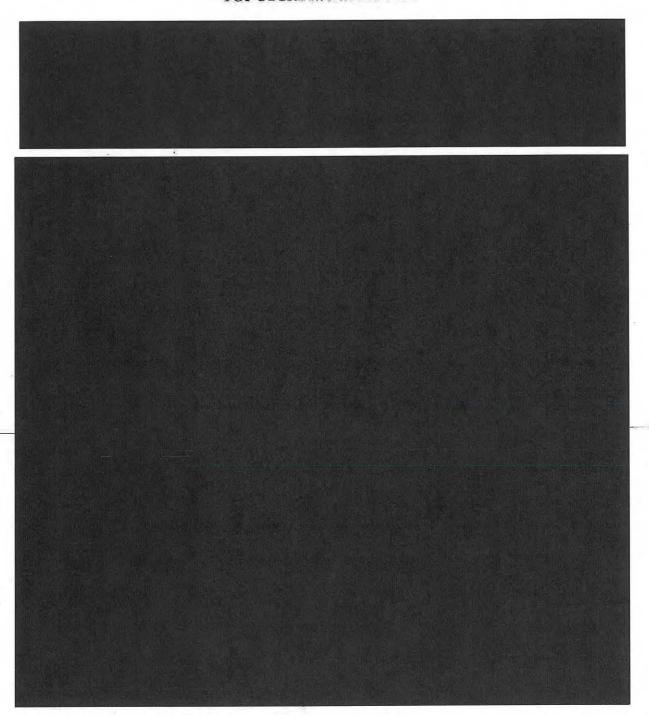
States." Id. at 8. In its opinion last ye	ear, this Court had occasion to re	eanalyze the post-
tasking requirements and in particul	ar NSA's processing	stating that
"[d]iligent and prompt response to o	redible indications that a tasked	facility has been
accessed from the United States goes	s to the heart of the requirement	of 50 U.S.C. §
1881a(d)(1)(A) that targeting procedu	ures be reasonably designed to e	ensure that
acquisitions target persons reasonab	ly believed to be outside the Un	ited States." See
Opinion at 28-30.		

(U) As the foregoing makes clear, foreignness determinations, both pre-tasking and post-tasking, are a fundamental element of Section 702's statutory scheme. Such determinations also contribute significantly to the Fourth Amendment reasonableness of Section 702 collection. See, e.g., Opinion at 37-38 (recognizing that "the targeting procedures reasonably confine acquisitions to targets who are non-U.S, persons outside the United States," and that "[s]uch persons are not protected by the Fourth Amendment" (citing United States v. Verdugo-Urqidez, 494 U.S. 259, 274-75 (1990)).

# B. (U) 50 U.S.C. § 1809(a)(2)

(S//NF) Section 1809 prohibits the Government from knowingly using information that was acquired in violation of FISA. See 50 U.S.C. § 1809(a)(2) (prohibiting the disclosure or use of "information obtained under color of law by electronic surveillance, knowing or having reason to know that the information was obtained through electronic surveillance [that was] not authorized" by statute).





## C. (U) NSA's Section 702 SMPs

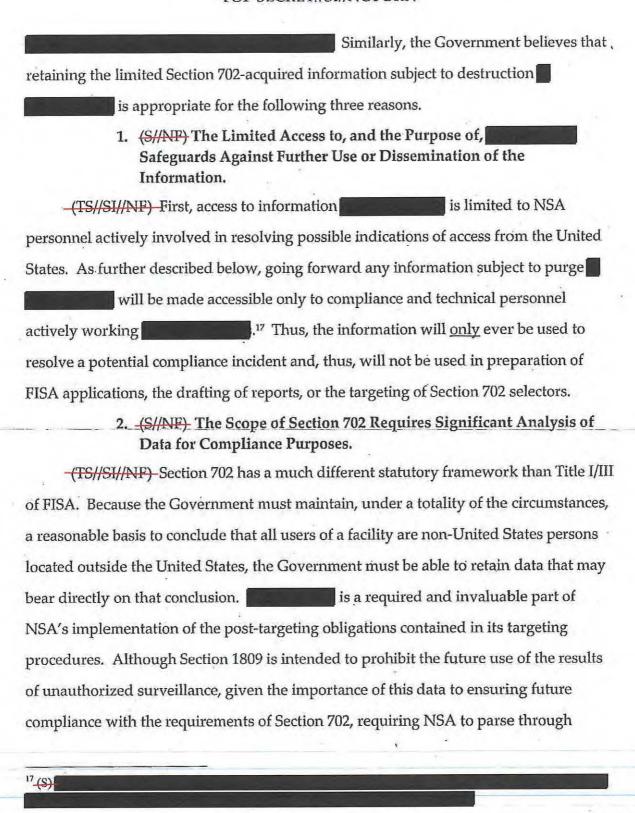
(S//NF) As a result, NSA believed that its historic practices regarding retention of limited information for collection avoidance purposes were compliant with its minimization procedures. In light of the concerns expressed by the Court in the Order, however, as addressed more fully below, the Government proposes to implement additional controls consistent with NSA's overall

<sup>&</sup>lt;sup>15</sup> (U) Section 109 of FISA, as codified at 50 U.S.C. § 1809, prohibits the intentional disclosure or use of the results of unauthorized electronic surveillance but this section of the statute was enacted before Congress' enactment of Section 702 in 2008. Because Section 702(b) of FISA contains statutory limitations on how the Government may use Section 702 to effectuate surveillance directed against non-U.S. persons reasonably believed to be located outside the United States, to the extent there is any conflict between the requirements of Section 109 and Section 702(b), the Act as a whole should be interpreted in a complementary manner so as to reflect the clear desire of Congress that Section 702 not be used to target U.S. persons or persons located inside the United States.

compliance approach to Section 702 data regarding its limited retention and use of this information for collection avoidance purposes.

- IV. (S//NF) The Nature of Collection Under Section 702 Requires Significant Use of Assessments Consistent with Section 1809 and NSA's Section 702 SMPs.
- (U) As described by the Privacy and Civil Liberties Oversight Board (PCLOB), "[t]he Section 702 program is a technically complex collection program with detailed rules embodied in the targeting procedures, minimization procedures, and Attorney General Guidelines regarding the targeting acquisition, querying, retention, and dissemination." PCLOB Section 702 Report at 77. The PCLOB also stated that it "has been impressed with the rigor of the Government's efforts to ensure that it acquires only those communications it is authorized to collect, and that it targets only those persons it is authorized to target. Moreover, the Government has taken seriously its obligations to establish and adhere to a detailed set of rules regarding how it handles United States person communications that it acquires under the program." PCLOB Section 702 Report at 103. The information are part of the Government's recognized effort to comply with the targeting procedures and thereby avoid unauthorized surveillance.
- (U) As noted above, the Section 702 statutory framework, and thus the relevant Section 702 targeting procedures, are designed to protect United States persons and United States-person information from improper targeting and use. As PCLOB recognized, the "[FISC]-approved targeting rules and multiple layers of oversight" were factors underpinning its conclusion that the Section 702 program "fits within the 'totality of the circumstances' standard for reasonableness under the Fourth Amendment." PCLOB Section 702 Report at 9.

(S//NF) By retaining the limited Section 702-acquired information
, even if the underlying data is subject to destruction, the
NSA may be able to resolve in a more timely manner and/or avoid
targeting individuals located in the United States. For example,
A. (U) Retention of data in
(S//NF) The Government believes the exception recognized
should apply to Section 1809 data retained in The Section 702 statutory
framework, and thus the relevant Section 702 targeting procedures, are designed to
protect United States persons and United States-person information from improper
targeting and use. Furthermore, the use of Section 702-acquired information, even that
which is unlawfully acquired, is already permitted by NSA's Targeting Procedures in
limited instances,
(TS//SI//NF)
16 (S) According to Section I of NSA's Targeting Procedures: "Furthermore, in order to prevent the
inadvertent targeting of a United States person, NSA



in an attempt to determine whether there	e is a
known, reasonable basis to believe the information associated with each alert	t will be
relevant to a future incident, would in this limited context go beyond the pur	pose
served by Section 1809. While NSA will be able to make that assessment in se	ome cases,
and not in others, the vast majority are impossible to assess. Thus, in	n the
context of Section 702 compliance, NSA cannot reasonably be expected to kno	ow in
advance the future travel plans of Section 702 targets. NSA's analysis of new	
directly benefit from information regarding prior	or
including past assessments by compliance and technical personnel as to when	ther any
is indicative of a target's location. As such, the Govern	ment
believes the above-described data is appropriately retained	
(TS//SI//NF) The Government acknowledges that the retention of all S	ection 702-
acquired alert information , even though some of that information	ation is
derived from data that implicates Section 1809, means that NSA will not be ex	ngaging in
a case-by-case, or analysis.	EMO
. The Government also acknowledge to the control of	owledges
that without such case-by-case analysis, there will likely be instances in which	h there is
no basis to assess that will be helpful in resolution	ving future
incidents or otherwise prohibit/reduce future incidents of non-compliance	
. However, given the overall purpose of Section 702, the role	100
plays in preventing unauthorized surveillance as part of the op	eration of
this collection, the complex range of circumstances in which this data may be	used to

detailed above, this is the process NSA has established

for collection avoidance purposes.

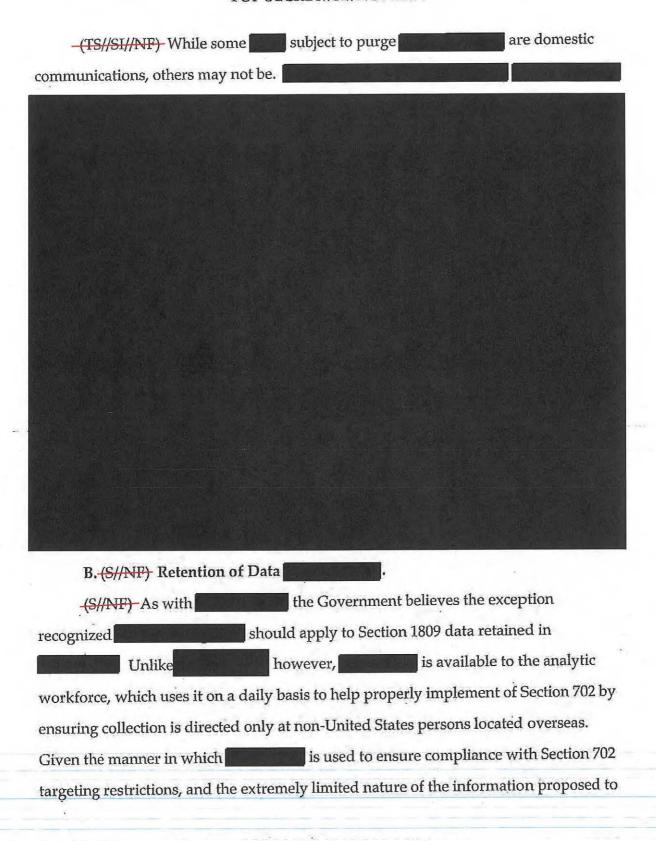
information subject to destruction is placed on the MPL but available

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avoid such future unauthorized collection, and the difficulty of parsing through it in
advance to make those determinations, the Government submits the retention of
Section 702-acquired information is consistent with the narrow
exception laid out
3. (S//NF) The SMPs Allow Retention of Data Otherwise Subject to Purge.
(TS//SI//NF) When targeting individuals pursuant to Section 702, NSA may
acquire data that is required to be purged pursuant to NSA's minimization procedures,
but is not unauthorized electronic surveillance.
(S//NF) Because such data does not implicate Section 1809,18 domestic
communications, as defined by NSA's Section 702 minimization procedures, may be
retained in the manner permitted by the procedures. As indicated above, Section 5
permits NSA to "use information derived from domestic communications for collection,
avoidance purposes" as long as other uses or disseminations are prohibited. As

The

<sup>&</sup>lt;sup>18</sup> (S//NF)- Because such data does not implicate the prohibitions in Section 1809, the Government is able to use the information pursuant to its minimization procedures. See, e.g., NSA Section 702 SMPs § 5 (waiver provision).



be retained, the Government believes the retention of Section 702-acquired data in
is consistent .
1. (U) There is Compliance Value in the Results from Historic Queries.
(TS//SI//NF) First, the limited amount of Section 702-acquired data
that is derived from data subject to Section 1809 retains compliance-related
value. <sup>19</sup>
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(S//NF) Second, there is no significant utility, when compared to the articulated
purpose of Section 1809, for requiring NSA to parse through
and attempt to determine whether there is a known, reasonable basis to believe
the information will be relevant to any future compliance matters. While NSA will be
able to make that assessment in some cases, and not in others, the vast majority of
results, as with will be impossible to assess in advance. NSA cannot be
reasonably expected to know all future foreign intelligence priorities (which will impact
where NSA devotes resources), the future content review by analysts (which will
19 (S//N <del>T)</del>

SMPs. As indicated above, Se	ection 5 permits NSA to "use inform	ation derived from	
domestic communications for collection avoidance purposes" as long as other uses or			
disseminations are prohibited	I. While derived information is	the	
underlying information subject to destruction is placed on the MPL, and NSA may not			
use such results	for purposes other than complian	ce-related, including to	
support Title I/III tasking, reporting, or Section 702 tasking.			
-(TS//SI//NF) While sor	me results subject to purge	are domestic	
communications, others may not be.			

## V. (U) CONCLUSION

(U//FOUO) For all the above reasons, the Government respectfully submits that the retention practices by NSA for data in and and discussed above, are consistent with Section 1809 and the Section 702 minimization procedures. As made clear in the foregoing discussion, NSA's purpose for retaining information in these two compliance systems that may otherwise be subject to purge is for the narrow, limited purpose of preventing the very types of targeting errors that were of most concern to Congress when it enacted Section 702(b) of FISA.

Respectfully submitted,

Stuart J. Evans

Deputy Assistant Attorney General

By:

Keyin J. O'Connor

Chief, Oversight Section

Office of Intelligence

National Security Division

U.S. Department of Justice

#### VERIFICATION

(TS//SI//NF) I declare under penalty of perjury that the foregoing is true and correct. Executed pursuant to Title 28 United States Code, § 1746 on

21 Oct 2015.

Deputy Director, Signals Intelligence Directorate
National Security Agency

# ATTACHMENT A

