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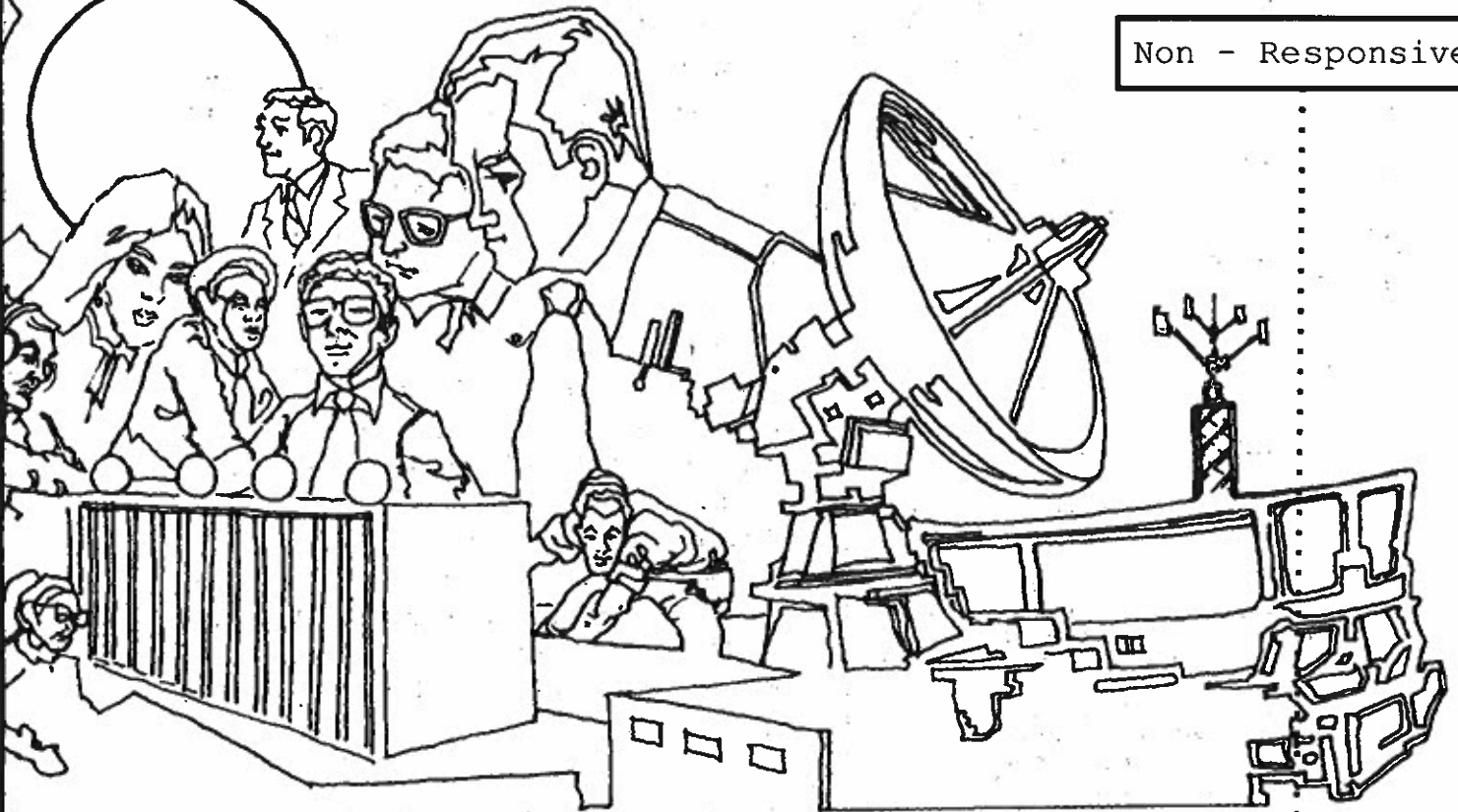
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NATIONAL SECURITY AGENCY
FORT GEORGE G. MEADE, MARYLAND

CRYPTOLOG

AUG - SEP 1986

Non - Responsive



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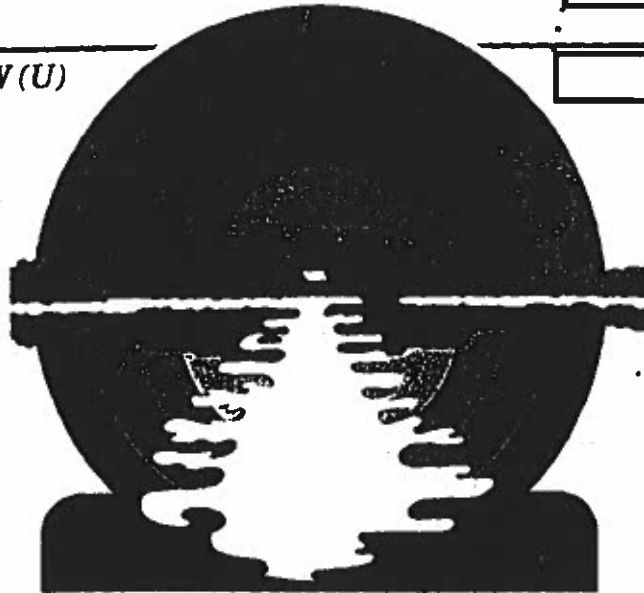
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SOMETHING NEW (U)

G13

TARGETING NARCOTICS TRAFFICKERS ~~(S-CCO)~~

~~(S-CCO)~~ Up to 1982 SIGINT requirements relating to international narcotics were limited. Except for an ongoing effort against [redacted]

[redacted] targets, there had not been a directed effort toward development of international illicit narcotics targets. In October 1982, in response to tasking by the Director of Central Intelligence, NSA developed the SAINT (SIGINT Against International Narcotics Trafficking) Plan for SIGINT exploitation of narcotics trafficking.

~~(S-CCO)~~ A logical starting place was the Caribbean and Latin America, [redacted]

[redacted] have long been known to have connections with the production and transportation of marijuana and cocaine. Later, as NSA's proficiency increased, the SAINT Plan was to expand to include other areas of the world.

~~(S-CCO)~~ The narcotics process entails cultivating raw material, processing it at intermediate facilities; transporting processed and semi-processed narcotics out of country for follow-on refinement, and finally, transporting it to overseas buyers. Ancillary to this process

is disposing of the funds derived from the sale. At each juncture there is potential for SIGINT access, which is categorized in the SAINT plan as follows:

- ▶ in-country operations and transit;
- ▶ movement of chemical precursors;
- ▶ maritime transport;
- ▶ aircraft transport; and
- ▶ movement of narcotics money.

~~(S-CCO)~~ Special SIGINT collection tasks are also levied on sites worldwide in support of specified operations (i.e., aircraft and ships suspected of being involved in drug smuggling). [redacted]

[redacted] according to *The New York Times*, American intelligence agencies had evidence that Panama's army commander, General Noriega, was involved in drug trafficking, money laundering, and had even provided a Latin American guerrilla group with arms. (Such involvement has far-reaching implications for US foreign policy in the region. How can the US promote democracy and narcotics control in Latin America while it is compromised by ties to General Noriega?)

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~~(S)~~ Since November 1982, SIGINT sites in Florida, Texas, and Puerto Rico [redacted] since 1984) have been collecting and forwarding to NSA [redacted] narcotics trafficking communications between vessels and aircraft plying the Caribbean and their base stations. Beginning in 1983 the Navy's BULLSEYE direction-finding system has been used to locate narcotics communications [redacted]

[redacted]
Elements of the federal law enforcement community are also monitoring drug traffickers.

[redacted]

AUTHORITY

~~(S)~~ The communications of narcotics traffickers do not fit in the nation-state framework upon which the US Signals Intelligence Directives (USSIDs) traditionally have been based. The traffickers are private individuals motivated by money and profit, though they sometimes use the money to finance insurgency. National borders are only a slight impediment, and a single trafficking operation may employ people of several nationalities, some of whom may be American.

~~(S)~~ Prior to 1983, NSA did not seek to target narcotic trafficking communications of suspected narcotics traffickers in areas in close proximity to the US. NSA therefore sought clarification of the 1982 Department of Defense Authorization Act which seemed to provide the (USSS) with authorization to assist in certain defined law-enforcement activity. The US Department of Justice ruled in May 1983: "The US SIGINT System (USSS) possesses the legal authority to intercept such communications and disseminate their contents to [redacted] other agencies for foreign intelligence purposes. The contents of such communications may also be disseminated for law enforcement purposes to the Coast Guard and Customs Service ..."

(U) One principle underlying the ruling is that there is no reasonable expectation of privacy for the radio communications of narcotics

traffickers. Therefore, there is no general Fourth Amendment preclusion of USSS interception of such communications and of the monitoring and targeting of US persons who are parties to the radio communications of ships and aircraft involved in narcotics trafficking.

~~(FOUO)~~ Special procedures were approved by the Acting Attorney General in December 1984 which authorize intercept and direction finding against persons whom the USSS reasonably suspects to be engaged in international narcotics trafficking. An international trafficker is defined as any person engaged in buying, selling, manufacturing (from cultivation to refining), or transporting a controlled substance as defined by the Attorney General, where such activities cross international boundaries.

US POLICY

(U) Narcotics were legally imported into the US for more than a hundred years. By the beginning of this century there was strong sentiment to outlaw alcohol but little public concern for the widespread use of narcotics. Drug stores and grocery stores sold narcotics without a prescription and mail order houses distributed them as cures for any number of ailments.

(U) On December 17, 1914, President Wilson signed the Harrison Narcotic Act, establishing the foundations of federal drug law enforcement. Since it was basically a tax on narcotics, Treasury was left to enforce it when it became law on March 1, 1915. The first step in monitoring international commerce in opiates was passed in 1922 and was called The Narcotic Drugs Import and Export Act.

(U) The Federal Bureau of Narcotics was established on July 1, 1930 and in September President Hoover appointed Harry J. Anslinger Commissioner of Narcotics, a position he held for more than three decades. It was Commissioner Anslinger who initiated the enduring US drug policy which maintains that the solution to the drug abuse problem lies

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~~(S-C2)~~ Intercept and Direction Finding of the radio communications of suspected international narcotics traffickers is authorized:

1. Where all communicants are located outside the US and its territorial limits (12 NM) if there exists a reasonable basis to believe that not all communicants are US persons or if at least one communicant [redacted]

2. Where some communicants are located outside and others inside the territorial limits of the US, the target is outside the territorial limits or the target is located within the territorial limits but is beyond the coastline of the US; and

3. Where all communicants are located inside the territorial limits and if at least one communicant is located [redacted] collection must be solely for the purpose of acquiring information relating to [redacted] illicit narcotics shipments.

Note that a communicant whose location has not been determined is deemed to be outside U.S. territorial limits unless the contents of circumstances of the communication give rise to a reasonable belief that the communicant is located inside the territorial limits of the US. Intercept of communications may not be attempted unless the communications are expected to contain information concerning [redacted] illicit narcotics. Collection against such communicants must be dropped if the communications do not contain information concerning [redacted] illicit narcotics shipments and are not likely to contain such information.

with the foreign nations that produce the illicit drugs.

(U) The White House stated in 1982: "... the elimination of illegal drugs at or near their foreign source is the most effective means to reduce the domestic supply of these substances." There is evidence that US efforts to control the production of drugs abroad have been largely unsuccessful. Unfortunately, narcotics involves developing nations in debt and in need of US dollars. The producing nations argue that the

product would not exist were it not for the demand for the illegal drugs, while Congress accuses the State Department of giving too little high-level attention to the drug problem.

THE NATIONAL BORDER INTERDICTION SYSTEM

(U) In 1982 the National Narcotics Border Interdiction System (NNBIS) was established to combat drug smugglers at the US borders. It collates the intelligence, assesses the threat to the region, prioritizes smuggling targets, identifies resources available to interdict those targets, and recommends actions to the participating agencies. These consist of 14 Federal agencies and 14,000 state and local law enforcement entities that either have a role in drug enforcement or no statutory bar to such a role. The purpose of NNBIS is to increase the various agencies' effectiveness through cooperative and coordinated efforts.

(U) Reservations concerning NNBIS are many. Some suggest that NNBIS isn't needed because organizational coordination is not the problem and that reorganizations serve only to confuse the law enforcement community. State and local law enforcement agencies complain that coordination with NNBIS is virtually nonexistent and that NNBIS has merely confused the national drug enforcement effort and disrupted traditional working relationships with DEA, Customs, and the Coast Guard.

(U) Many people believe that coordination among DEA, Customs, and the Coast Guard is a problem. Note that the US Coast Guard is a part of the Department of Transportation, the US Customs Service is part of the Department of the Treasury, and the Drug Enforcement Administration is part of the Department of Justice. As in any bureaucracy, they sometimes don't talk to one another because of territorial competition. Increasing agency coordination for an effective drug enforcement effort is not yet a reality, and the jury is still out on the effectiveness of NNBIS as the answer.

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NARCOTICS INTELLIGENCE GATHERING

(U) DEA, created in July 1973, is the lead Federal agency in enforcing controlled substances laws and regulations. Its primary responsibilities are to: investigate major narcotic violators; enforce regulations governing the legal manufacture, distribution, and dispensing of controlled substances; manage a national narcotics intelligence system; coordinate with federal, state and local law enforcement authorities and cooperate with counterpart agencies abroad; train and conduct scientific research; and exchange information in support of drug traffic prevention and control.

(U) The El Paso Intelligence Center (EPIC) is an interagency operation managed by DEA with participation by nine other federal agencies and working agreements with 45 states. EPIC provides a nationwide intelligence clearinghouse for drug enforcement information. Most information produced by EPIC is marked "DEA SENSITIVE" because it does not qualify for classification as National Security Information. SIGINT received by EPIC pertains to narcotics information only and is used to corroborate other sources. Fewer than six persons with special intelligence clearances have access to SIGINT, and they are forbidden to remove, sanitize, or enter it into other databases.

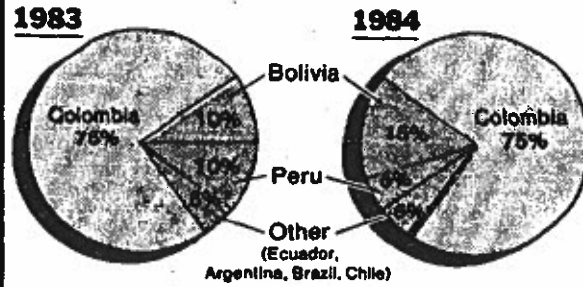
STATUS



(U) Interdiction, however, is difficult. Most marijuana is smuggled into the US by ship and most cocaine by aircraft. Since cocaine is easier to ship and the profits are greater for dealers, there has been a predictable switch to cocaine. Ironically, the success of the US effort against marijuana has had the effect of weaning the

Cocaine connections

Probable sources of cocaine sold in the United States (estimates)



Cocaine production

(estimates, in metric tons)

	1982	1983	1984
Peru	36,000	30,000-60,000	60,000-70,000
Bolivia	39,000-44,000	36,000-40,000	42,000-63,000
Colombia	more than 6,000	12,000-14,000	12,000-14,000

Source: The National Narcotics Intelligence Consumers Committee

American public off marijuana and onto cocaine. The children who once smoked marijuana may now be smoking crack.

(SC) NSA is only one of many players who deal with the international narcotics problem, but our input, modest though it is, is invaluable. SIGINT contributes to national estimates forecasts and to studies on the narcotics problem, and often gives US policy makers an indication of how effectively foreign aid earmarked for narcotics eradication is being used. The enforcement organizations use our tactical reporting to assist in the interdiction of vessels and aircraft carrying drugs when they have the means to do so.

(C) In April 1986 President Reagan signed the National Security Decision Directive that "will permit the armed forces to dedicate personnel and equipment ... to fight drug trafficking. Now the armed forces will be able to help in almost any area of drug law enforcement except arrests, seizure of materials and apprehension of suspects, as long as their primary defense mission is not jeopardized." Drug trafficking in the US Southern Command is seen as feeding arms supply and insurgency which destabilize Latin America. In this light, the new military role in the drug fight becomes more

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understandable. Defense Secretary Weinberger, however, once termed the idea "very dangerous and undesirable." Civil liberties advocates fear covert surveillance of US citizens, preferring that President Reagan ask Congress to fund the regular agencies.

it is applicable. Moreover, it is clear that the federal law enforcement community needs better organization and coordination on narcotics interdiction strategy. It may also need to better define the role SIGINT can play in this overall strategy. □

(S-CCQ) But while the Defense Department budgets have soared in the last five years and DoD has been given an increased role in combating narcotics, Coast Guard ships sometimes remain in port because of the lack of gas and manpower to interdict drug smugglers. Priorities need to be adjusted so that enforcement agencies can act upon SIGINT when

Editor Note:
Readers might be interested in comparing present efforts to combat narcotics trafficking with similar efforts to interdict rum runners during Prohibition, as described in the memo beginning on the next page.

