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2	UNITED STATES
3	FOREIGN INTELLIGENCE SURVEILLANCE COURT
4	IN RE:
5	Washington, D.C. October 20, 2015
6	2:01 p.m.
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10	TRANSCRIPT OF PROCEEDINGS
11	HELD BEFORE THE HONORABLE THOMAS F. HOGAN FOREIGN INTELLIGENCE SURVEILLANCE COURT
12	
13	APPEARANCES:
14	FOR THE DEPARTMENT OF JUSTICE: (b)(6); (b)(7)(C)
15	STUART J. EVANS, ESQ.
16	FOR THE AMICUS CURIAE: AMY JEFFRESS, ESQ.
17	TON THE AMICON CONTAB. AMI OFFICESS, ESQ.
18	COURT STAFF: (b)(6); (b)(7)(C)
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20	(b)(6) Court Reporter:
21	Court Reporter.
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25	Proceedings recorded by mechanical stenography; transcript produced by computer-aided transcription

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PROCEEDINGS

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THE COURT: All right. Good afternoon. We're here on the matter that we had appointed Amicus counsel to look into under the new statute. I want to introduce you to Judge James Parker Jones from the Western District of Virginia, one of our newer FISA judges, who is just attending this ceremony with me and who will probably be kicking me under the table telling me how to behave here.

This matter before the Court is, as I've said on the report, materials received entitled "The Briefs of Amicus Curiae" from the Amicus we appointed here, Ms. Amy Jeffress, whom the Court acknowledges for her excellent work in a very tight time frame in this matter and appreciates the work that she's given to the Court, and to all of us, for this report.

What I want to start with is a couple of things.

One is, I'd like to have introduced the parties who are going to be arguing for the Court for the record. And

Ms. Jeffress is one, and we've got about 18 others so I'll assume we'll reduce that to one or two on the government's side, and we won't hear from everybody. But also, after that, anyone who may be intending to be a fact witness, if there's questions I want to ask and develop, if they would introduce themselves, if there's any officials here from the relevant agencies. I think the Court — counsel for the

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The second inquiry that she had — the first was as to the aspects that we found were appropriate under the new law, I'd call it, The Freedom Act, and some minimization procedures adopted by the CIA, NSA, and then the FBI; and it's the FBI we're concerned mostly about. And the second issue was the retention of materials for litigation purposes, which I think the Amicus has covered as well.

And if the government wants to be heard on any of those others, they can be, but my interest really is in the FBI's minimization procedures and the use of inquiries by the FBI into potential criminal activity in the 702 collections.

So, with that, if we can have the parties who are going to argue introduce themselves first; and then, if there are any identified fact witnesses, we can have them introduced as well.

(b)(6); (b)(7)(C) (b)(6); (b)(7)(C) from the Department of Justice.

MR. EVANS: Stuart Evans, also from the Department of Justice, Your Honor.

THE COURT: All right. And Ms. Jeffress.

02:04:58PM 1 MS. JEFFRESS: Your Honor, Amy Jeffress, :02PM 2 FISC Amicus. 02:05:03PM 3 THE COURT: All right. Thank you. 02:05:04PM Any potential fact witnesses you may have here if 4 02:05:06PM 5 I have questions to ask, potentially, the FBI? 02:05:10PM 6 MR. EVANS: Your Honor, at this time we do have 02:05:11PM 7 several representatives from the FBI in the room with us. 02:05:14PM 8 We had not been anticipating, necessarily, presenting a fact 02:05:17PM 9 witness, but depending on whether the Court had relevant 02:05:19PM 10 questions, that's something that we can --02:05:20PM THE COURT: If I develop questions that you don't 02:05:22PM 12 answer and you want to turn to someone else to answer them, 02:05:25PM 13 then we'll have them sworn at that time. We'll hold off 0∠ ∠5:27PM 14 until then. 02:05:28PM 1.5 All right. Well, I think that we will begin with 02:05:30PM 16 the Amicus and her report, and Ms. Jeffress, you'll want to 02:05:37PM 17 cover the other areas as well, but I'm obviously interested 02:05:41PM 18 in what you have developed as an issue in this FBI 02:05:44PM 19 minimization procedures and their appropriateness or not as 02:05:48PM 20 it affects the collection and dissemination of matters 02:05:51PM 21 related to crime and your position in that matter. So if 02:05:58PM 22 you can take the podium, please. 02:06:01PM 23 MS. JEFFRESS: Yes, good afternoon. 02:06:02PM 24 THE COURT: Thank you for your work on this 07:96:04PM 25 matter.

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MS. JEFFRESS: Thank you, Your Honor. And thank you for appointing me to serve in this role.

Before I begin, I wanted to add one point to what I set forth in my brief about my understanding of my role as Amicus. One interpretation of the Amicus provision of the statute would be that my job is to present all legal arguments that advance the protection of individual privacy and civil liberties interests.

Many advocacy groups and academic experts

presented these arguments to the Privacy and Civil Liberties

Oversight Board in much greater detail than I have set forth

in my brief. I did not think that the time allowed for my

participation permitted me to serve that role, as a privacy

and civil liberties advocate, broadly speaking. Rather, my

understanding of the role that I was asked to and was able

to fill, given the time constraints and my own abilities as

advisor to the Court, was really to evaluate the program and

to determine whether there were any aspects of the

certifications and the procedures submitted to the Court

that did not comply with the statutory and constitutional

requirements, as I viewed it, with respect to the two

specific issues that the Court noted in the order.

So I reviewed the program with that goal in mind and found that I thought that the FBI's minimization procedures are not consistent with the purpose of Section

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702 or the Fourth Amendment because specifically they do not provide sufficient safeguards of the U.S. person information that is incidentally collected in the 702 -- Section 702 program.

To start with, Your Honor, I would first address the issue of whether querying warrants a separate Fourth Amendment analysis at all.

THE COURT: Yes, exactly.

MS. JEFFRESS: You could argue that a query is not a search under the Fourth Amendment; that it is --

THE COURT: Well, if the original materials are appropriately collected, which they are, I assume, if they permitted them, how is looking at the materials a new search?

MS. JEFFRESS: Right. It's not a new search so much as it is a separate action that I think does warrant Fourth Amendment scrutiny and needs to be treated as a separate action subject to the Fourth Amendment reasonableness test, and I think that that is appropriate, and I'd also note that the Private and Civil Liberties Oversight Board thought so as well. If you look at their report on Pages 95 and 96, they talk about how -- and I'll just quote -- concerns about post-collection practices such as the use of queries to search for the communications of specific U.S. persons cannot be dismissed on the basis that

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the communications were, quote, lawfully collected, unquote.

That's the end of that quote.

The report, though, goes on to say that the Court must consider whether the procedures that govern the acquisition, use, dissemination and retention of U.S. persons — and then I'll quote again — quote, appropriately balance the government's valid interests with the privacy of U.S. persons, end quote. And I think that that querying process, too, is subject to a totality of the circumstances test to determine whether it's reasonable under the Fourth Amendment.

THE COURT: Well, if your bottom line conclusion is that if the minimization procedures are sufficient and consistent with the reasonableness requirement of the Fourth Amendment, that wouldn't solve your problem.

MS. JEFFRESS: That's correct. That's correct.

And with respect to the NSA's procedures and the CIA's procedures, I thought that they did. I thought that the requirements that may have been followed before the recent changes to the minimization procedures, but that it is now very clear, requiring that each U.S. person query be supported by a statement of facts that explains why the information is being sought and why it's relevant to foreign intelligence, or why it's expected to produce foreign intelligence information, I thought, justified the query in

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I would just also note that the PCLOB report, on Page 96, notes that given the low standards for collection of information under Section 702, quote, The standards for querying the collected data to find the communications of specific U.S. persons may need to be more rigorous than where higher standards are required at the collection stage, unquote. And that's what distinguishes, in my view, Section 702 from the information collected pursuant to traditional FISA applications or in other databases that are collected under more traditional criminal procedure methods.

And then, Your Honor, the government may have arguments on that point that I would want to respond to, but I thought, for the interest of just introducing my position, I would move to the second step in my analysis, which is that the current procedures do not meet the Fourth Amendment reasonableness test, and, as I've already said, I think that the NSA and CIA do have sufficient protections in requiring a written statement that reflects that each specific query is designed to produce foreign intelligence information, and that really justifies the intrusion on U.S. person information that the queries implicate.

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The FBI minimization procedures, though, do not. They allow the information to be queried for any legitimate law enforcement purpose, and I find two problems with that. One is that there need be no connection to foreign intelligence or national security, and that is the purpose of the collection, of course, and so they're overstepping, really, the purpose for which the information is collected.

THE COURT: Well, if you look at the -- it is somewhat anomalous, but it is in the statute. I mean, 702, the authorization, the original authorization, it talks about targeting persons reasonably believed to be located outside the United States to acquire foreign intelligence information. That's the purpose of it. But then you go back to the minimization procedures. It's under (h) and, I guess, in 1801(h), "'Minimization procedures', with respect to electronic surveillance, means," and then it talks about (1), specific procedures, which I'm sure you're familiar with, having been at Justice and all, and the Attorney General's adopted these; (2), the procedures that require and what to do about it; and then (3) says, "notwithstanding paragraphs (1) and (2), procedures that allow for the retention and dissemination of information that is evidence of a crime which has been or is being or is about to be committed and that is to be retained or disseminated for law enforcement purposes."

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So the statute recognizes another purpose, does it not, of this collection of the foreign intelligence information as a subsidiary of that or subset that there may be evidence of a crime that's collected as well, which is approved to be distributed under the statute?

MS. JEFFRESS: That's correct, Your Honor, and I would note that you're correct that it also specifies any crime. So it doesn't just restrict that to --

THE COURT: Right, as long as it's a serious crime or a kidnapping or some type that people talk about.

MS. JEFFRESS: No, no, and I think that that is an important point to note. And it explains why the government is permitted to retain and disseminate evidence of a crime, and that's that, you know, when the government collects it pursuant to these lawful authorities, if there is evidence of a crime, it would be somewhat counterintuitive for the government not to be able to use that and to act on it.

But I think that the use -- the querying process is different because there is no finding that this incidental collection is such evidence, and that takes me to the second point that I wanted to make about the FBI's minimization procedures, which is that there are -- there is no limitation on what type of matter can be the subject of a query. So an assessment can be the subject of a query, and assessments can be initiated for virtually any reason. I'm

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sure there are limits on improper reasons, you know, racial discrimination and things like that, and that's out of bounds, of course, but really there is no threshold that needs to be met.

And for an assessment, I would note that there are restrictions even on the use of grand jury subpoenas for assessments. So grand jury subpoenas can only be issued to request subscriber information for telephone numbers or email addresses, and so they're really viewed as considered the very lowest of the purpose for which you would need a query.

And I think that that opens up the Section 702 database to a really very wide-ranging, really virtually unrestricted use by the FBI that I think should be cabined in order to meet the Fourth Amendment reasonableness test.

I found that that unrestricted querying just is inconsistent with the language and the analysis in the FISA Court of Reviews case In Re: Sealed Case, which stated plainly that the FISA process cannot be used as a device to investigate wholly unrelated crimes, and I think that that's what this querying process allows the FBI to do without any restriction of the querying process.

THE COURT: That's Judge Silberman, 736 of his opinion, you're talking about. He says, for example, a group of international terrorists engaged in bank

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robberies — which is something I'm going to raise in a minute — in order to finance or manufacture a bomb, the evidence of bank robbery should be treated just as evidence of a terrorist act itself, but the FISA process cannot be used as a device to investigate wholly unrelated ordinary crimes.

MS. JEFFRESS: That's what I thought was the language that made me -- gave me pause about what the FBI is doing with the Section 702 database here because that's exactly what it seems these minimization procedures permit.

THE COURT: That case, in essence, approved the practice of retaining and disseminating information about possible crimes --

MS. JEFFRESS: It does.

THE COURT: -- under proper controls.

MS. JEFFRESS: Right. And there's a very careful balancing in the opinion of the purpose -- the national -- the foreign intelligence purpose of the statute and the need to preserve and use evidence in a crime, but I thought it was a very careful analysis.

And on Page 735, there's also some language that I thought was instructive where the Court wrote, "The addition of the word 'significant' to [the section at issue] imposed a requirement that the government have a measurable foreign intelligence purpose other than just criminal

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prosecution of even foreign intelligence crimes." So the Court was grappling with what purpose the statute required, and I think came to a conclusion that's instructive in this context.

The last point that I would make, Your Honor, and then I'm happy to answer specific questions from the Court, but I thought that the government actually appeared to recognize the need for limits in one regard with respect to the changes that have been made to the NSA and CIA minimization procedures, but also even in the government's brief on Page 14, the government says, "Given that FBI is a law enforcement agency as well as a member of the intelligence community, the ability to query for evidence of a crime using U.S. person identifiers can help the FBI pursue important leads regarding criminal activity."

And I think that's good language, "important leads." They clearly want to be able to use it for examples that they cited: espionage, cyber crimes, terrorism, and, you know, they said perhaps to help locate a kidnapper. And I think that that — that may be justifiable, but there's no restriction in the minimization procedures that restrict it even to important leads or important crimes. They can use it for any purpose, and I just found that to be beyond —

THE COURT: Is it your impression, from what you've been able to read in the PCLOB report, that an agent

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or analyst who is conducting the assessment of a nonsecurity crime would get generally responsive results against the queries in the 702-acquired data, and I'm referring, not to mislead you, that the PCLOB reports says, and notably, the FBI says they don't get that.

MS. JEFFRESS: I saw that, and I don't know what to make of it because it's anecdotal, and they didn't have much support for it, but I take it that that is true, and maybe you can find out more. But I don't know that that is — that that answers the question because going forward it may be that it does draw responsive data or it may prove the point, Your Honor, that maybe they don't need to be querying the Section 702 database in cases that are not national—security related.

THE COURT: All right. If the relevant minimization procedures were modified, as you suggested to us in the beginning, assuming incorporating executive branch policies that limit this to national security, provided these inquiries are serious crimes and that -- and to be used as evidence in serious criminal cases, I mean, would the modification be sufficient to satisfy, you think, the concerns you have about violating the Fourth Amendment?

MS. JEFFRESS: Your Honor, I didn't make a specific recommendation for what -- how the FBI should meet this.

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THE COURT: Did you talk about maybe they should record or have a written inquiry each time they want to do this? Every officer in the FBI would have to sit and write a justification up when he wants to send an inquiry in.

MS. JEFFRESS: That is one option, Your Honor, and the option that you just mentioned a moment ago in terms of limiting the types of matters that can be the subject of a query would be another; or perhaps you'd have both, given the sensitivity of the incidentally collected information.

But I would note that the FBI's general counsel,
James Baker, testified three times that I'm aware of,
possibly more than that, before the Privacy and Civil
Liberties Oversight Board. He's one of the most
authoritative experts on the program, and I think that he
would certainly be highly capable of designing minimization
procedures that would provide appropriate restrictions but
also allow the FBI to use the information for purposes that
are really justified and necessary to protect national
security.

But I would note both of those options are ones that I think probably would satisfy the Fourth Amendment reasonableness test but are not present in the current procedures.

THE COURT: One of the things that was pointed out in PCLOB, and some of the government's materials as well, is

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that this set of data is commingled with other data the FBI has normally in their files and that it's essentially a practical impossibility to distinguish between the two. Would your requirement sort of be putting more emphasis on the minimization procedures or making them more restrictive and require them somehow to separate those out?

The government can answer in a minute as to that.

But would that be necessary, you think, to have a separate data bank?

MS. JEFFRESS: That, again, is why I didn't delve into the specifics of what I think would be required. I think separating it, if that's not possible, then perhaps they need a justification and a set of requirements surrounding the use of the querying in the entire database, and that may be more practical.

THE COURT: I'll ask the government. I think it's flagged somehow that it's NSA material anyway within the same data bank. It is flagged because they do have some procedures about that.

All right. Let me just switch with you for a minute. On the retention -- the second prong of your assignment that you've accepted from us was a retention for litigation purposes beyond the normal purging time frames. Even though there's an exception to the minimization procedures that we've adapted and that are normally

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required, you had felt that that was a justifiable exception?

MS. JEFFRESS: I did, Your Honor. I just couldn't see how the government would handle those competing directives other than they have. It seems to me that the government's made a real effort to comply with the destruction requirements, but in the face of court orders, where information is specifically designated as being necessary for specific cases, I think that those specific cases are good cause to maintain the information despite the otherwise applicable destruction requirements.

So especially after having read the reports that the government files annually with the Court, which your order from 2014 required them to file, I thought that the material that was being preserved was limited in nature. It was specifically preserved for purposes of, you know, a relatively small number of cases, and I just don't know how else the government would accommodate the needs in those cases, which seemed to me to be wholly legitimate and Where, of course, the destruction policies in the specific. minimization requirements are important, and they're important in the Court's analysis of the program overall, they're also general in nature in that they're, you know, age-off requirements that apply to the entire body of data and not to specific elements of it apart from that material

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that is required to be destroyed because it's inadvertently collected and really shouldn't have been collected, but collected basically because of errors.

So I thought that the government had handled that appropriately, Your Honor, and, with the Court's oversight, I don't have any concerns about that aspect of the procedures.

THE COURT: All right. Anything else you want to address the Court about on these issues at this time?

MS. JEFFRESS: No. Do I come back or ...?

THE COURT: You'll get a chance to come back.

MS. JEFFRESS: Thank you, Your Honor.

THE COURT: Thank you, Ms. Jeffress.

(b)(6):(b)(7)(C) I'll hear from you at this time on behalf of the government. And you can focus, I think, your argument principally on the issues we've discussed with Ms. Jeffress and explain why this querying of the U.S. person information should be subject to Fourth Amendment search review or what is reasonable looking at this that can be done with proper minimization procedures to make sure that this is being appropriately done under the law.

(b)(6); (b)(7)(C) Thank you, Your Honor. And the government appreciates your careful consideration of these issues. We appreciate the views of Amicus and the ability to address them in this hearing.

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To begin with, to start with the Fourth Amendment issue that you addressed, we would agree with your earlier comments that the querying of this information after it's been lawfully acquired is not a separate Fourth Amendment event. It is not a separate search, and Amicus did not cite case law that suggests that it would be. It's certainly the case that the program as a whole must comply with the Fourth Amendment and must be reasonable under the Fourth Amendment.

THE COURT: Well, let me ask you about that.

Suppose a local agent in the field office runs across somebody's name and, without any basis to think that he did anything wrong, he starts making an inquiry into the database of the FBI and gets a hit that there are some 702 evidence or materials that he can't see so he asks someone who has a FISA clearance to go ahead and make the inquiry, and they bring back something like a credit card fraud or something, and that has nothing to do, that he can tell, with any foreign intelligence issues. I mean, aren't there some protections that should apply there?

(b)(6):(b)(7)(C) So I want to be very clear on that point. The FBI can only conduct a query for an authorized purpose. Now, that authorized purpose for FBI is different than NSA and CIA, but it must be an authorized purpose. They cannot go in and query because they come across someone who, as you point out, hasn't done anything wrong. That is

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already prohibited by the minimization procedures.

The authorized purpose that the FBI had is either for queries that are reasonably designed to return foreign intelligence information or reasonably designed to return evidence of a crime. Those two purposes, as Your Honor points out, come directly from the definition of minimization procedures in the statute.

They are also the joint purposes of the FBI itself. It is a dual law enforcement and intelligence agency, and certainly one of the things that we've learned in the last 15 years is that we can't make artificial distinctions between these two roles of law enforcement and intelligence, and so perhaps hypothetical examples do help.

You can have instances, for example, where the FBI is investigating a crime. Let's take a minor crime as opposed to the more major ones. Let's take a minor crime like something like cigarette smuggling, a federal offense, or money laundering. The FBI queries in these federated systems. They query not just the 702 information but other information that they obtain from intelligence and law enforcement, from their foreign partners. Query across.

When they conduct that query, they're not looking at that time for foreign intelligence information. They're looking for evidence of that crime, but to the degree something then pings in the 702 and connects a dot that they

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individuals -- that investigation has now taken a very
different turn. Now we have a national security element to
that investigation.

But when that query was conducted, the government didn't know that. We can only connect the dots by looking at the information. When we ran that query, we were doing so because we were looking for evidence of a crime across all of our systems.

Those federated queries are something that come from a number of experiences the government's had and a number of the commission reports. So going back to the 9/11 Commission, that Commission was quite critical of the government saying that one of the weaknesses that enabled the 9/11 attacks to occur was the government's failure to make use of information already in its repositories. There were three hijackers, the Commission found, that we couldn't identify and didn't because we didn't look at all the information that we already had.

To use an example more recent and even more on point, the Webster Commission's report on the Fort Hood attack criticized the government's queries of information in its possession. The people doing the assessment of Nidal Hasan did not identify several messages between Anwar Aulaqi

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and Nidal Hasan, and the commission deemed it essential that the FBI possess the ability to search all of its repositories and to do so without balkanizing those data sources.

And so these systems that do these federated queries that allow us to, yes, to query the 702 information, but all of these sources are in direct response to those findings, and they're in direct response to our efforts over the last 15 years to bring down this artificial wall between the law enforcement mission of the FBI and its national security intelligence mission.

THE COURT: As I asked the Amicus, the PCLOB said that anecdotally the FBI has advised the board that it is extremely unlikely an agent or analyst who is conducting an assessment of a non-national security crime will get a response or result from the query against 702-acquired data, and I know Rachel Brand and her counterparts say it never happens, according to her.

Do you know anything about that?

(b)(6); (b)(7)(C) So we would say at the very least it would be extremely rare, and we believe that's one of the many reasons why the privacy impact of these queries would be quite low.

It's not surprising that it would be quite rare.
We are talking about a targeted program. Targets for 702

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collection have to be non-U.S. persons outside the United States who the government reasonably believes possess or can communicate foreign intelligence information. It's a big program, but as the Court recognizes, it's a targeted program. This is not bulk surveillance.

I know in the Amicus brief there's a footnote about the government conducting surveillance of entire geographic regions. That is not this program. This program is targeted on people outside of the United States, and the likelihood that in any given query information about a U.S. person is going to be returned is quite low. However, if it happens, when it happens, it can be quite significant. It can connect that dot that we were not aware of before.

THE COURT: Is there any requirement in the minimization procedures that's been suggested by the government now that the FBI personnel be required to record the purpose of the query? Is there a written statement made or anything?

(b)(6): (b)(7)(C) So that is something that the government has taken a look at in the past. We believe that the procedures, as they are, are sufficient, both as a statutory and constitutional matter. We don't believe that a difference in documentation -- and let's be clear, what we're talking about is a difference in documentation. FBI does have to document some aspects of their query, as do NSA

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THE COURT: What's the rationale for the difference in the CIA/NSA minimization procedures and the FBI minimization procedures?

(b)(6): (b)(7)(C) So it goes fundamentally to the different missions of those organizations. The NSA and the CIA have a -- are foreign-focused intelligence organizations. They have little need usually to query U.S. persons. It happens much more rarely, and they don't have that law enforcement mission that the FBI has.

FBI has all of those things. FBI had also -- as I mentioned in the commission report, has a duty to do these federated queries across these systems, so they're conducting queries on a much more regular basis. But the fact that there isn't a documentation requirement with respect to the justification doesn't mean that the queries don't have to be documented.

So what is required of the FBI is that every query is recorded. Those query terms are recorded; what the agent -- which agent did the query is recorded; whether the information has been exported to another system is recorded.

And what the National Security does with those records for the FBI is we go out to about 30 field offices a

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year, and we sit down with the agents and analysts, and we make them justify the queries; take a sample, and make them justify those queries. And what we've found is that they can. The agents and the analysts, they understand the rules because they have to have a justification. They can't, to use your first example, query someone just because they come across them, and they've done nothing wrong. They know they have to have a justification, and they've given them to us.

We've done some effective oversight of that.
We've found no systemic problems. We've found FBI agents
and analysts understand the rules. We've found a few
isolated incidents, but those incidents have been things
like an individual querying their own name for work flow
purposes.

THE COURT: In your example you gave, for instance, of cigarette-smuggling which turns out to be potentially related to national security matters, is the experience such now you think the FBI queries of 702 data can be limited to national-security-related crimes? I mean, do you have a database where you can recognize crimes generally associated with national security?

(b)(6):(b)(7)(C) I think limiting the queries to national security crimes is going to cause us to miss connecting some of the dots or something we do not realize is a national security event before we conduct the query

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So to take another example, for example, for cyber security. FBI could be investigating a spear phishing attempt, a criminal attempt to access a computer. They have no indication that there's any sort of foreign connection. They run a query like this in those federated systems, and they find out — they did not know before, but they find out that, you know, we have

cyber hackers who have been using this account. They just didn't know that.

So if we limit what those queries can have, we're going to miss those instances where we're going to make that connection. As I said, those connections are going to be rare, but very important when we find them.

THE COURT: Again, on the numbers, is there any FBI information available as to the actual numbers of queries that come up with hits that 702 evidence is available about a crime? And maybe it happens a hundred times a month, or is it once a year? I don't know.

so we don't have -- we, unfortunately, do not have specific information about when evidence of a crime is returned from one of those queries. What I can say, Your Honor, is that in no instance to date has the government used, in a criminal trial or in a non-national security matter, 702-obtained information.

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THE COURT: So I understand the program -- I want to make sure I understand it. The 702 data that is mixed in with the other information you have is still segregated in a sense that when a query is made it hits a 702 data. That comes back that way. I mean --

(b)(6); (b)(7)(C) Certainly, Your Honor. It's identified as FISA information, and this can occur in one of two different ways in this federated system.

If the agent has a subject matter reason to have access to FISA information and has the full training in the FISA minimization procedures, when they run a query like this, they will return the results, and it will be clear to them that this is FISA information and, in fact, as they look at it, 702 information.

If the agent does not -- is a criminal agent working mostly those cigarette cases, they would not have access to FISA information in the course of their normal duties. They would not have the FISA training. When they run that same query, they would -- the content would not be returned to them. Metadata would not be returned to them. The only thing that would be returned to them was an indication that there is some information available in this database that contains FISA.

And what the procedures before you do is they require that individual to go to someone who does have the

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training and the minimization procedures. They have access to the data to rerun the query. And there is a new requirement, a new restriction, that has not been in the procedures before that also requires supervisory approval both from the criminal agent's supervisor and the national security agent's supervisor before that second query is run to ensure that it's appropriate, to ensure — to use your first example again — they are not running queries for someone for whom they have no reason to.

THE COURT: Again about whether you can ask questions whether they be related to national— or foreign—intelligence—related crimes was Judge Silberman's expression that the Amicus pointed out where he talks about international terrorists engaged in bank robbery that's obviously to finance or manufacture a bomb. The evidence of bank robbery is treated just like a terrorist act itself. I'm not going to get into that.

So he concludes, then, but the FISA process cannot be used as a device to investigate wholly unrelated ordinary crime.

(b)(6):(b)(7)(C): So I think unfortunately the quote the Amicus identified really turns the actual holding of In Re: Sealed Case on its head. So In Re: Sealed Case was a case about the initial targeting of an individual, getting that authorization from the FISA court in order to -- and it

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was saying that we could not get a FISA for purely criminal reasons. But the holding of that case was that not even constitutionally a primary purpose of the government, but only a significant purpose of the government needed to be to obtain foreign intelligence information.

And Amicus's brief repeatedly refers to the purpose, the purpose. The purpose is an even stronger standard than a primary purpose, which has been rejected by In Re: Sealed Case and has been rejected by Congress in the Patriot Act. It must be that it's a significant purpose, and in 702 we have that purpose because when we're acquiring the information, we are acquiring information only because we've assessed that the target of that collection, in addition to being a non-U.S. person who we believe to be outside the United States, either possesses or is communicating foreign intelligence information.

THE COURT: PCLOB says at one point -- and really I'd like the opportunity to question what the PCLOB has said. But the PCLOB said at one point, at Page 161 there's a statement -- I made a note -- that it received -- the FBI receives only, quote, a small portion of the 702 collection.

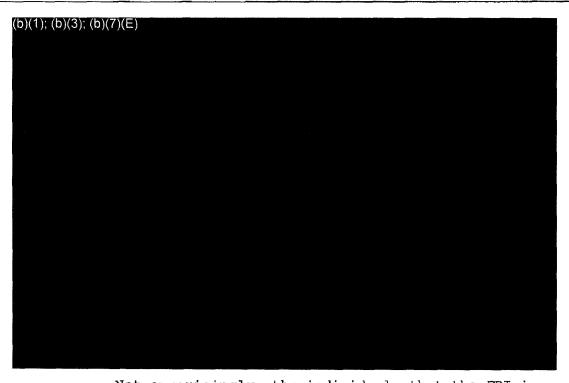
Do you know what that is, or --

(b)(6); (b)(7)(C) Yes, I do, Your Honor. Thank you. That's actually a point I was hoping to return to.

(b)(1); (b)(3); (b)(7)(E)

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Not surprisingly, the individuals that the FBI is identifying are related to the things that FBI investigates. They are the CT cases. They are the cyber cases, weapons of mass destruction. Those are cases that they have already opened.

THE COURT: But when an FBI analyst has supposedly been tasked to email accounts, and he's reviewing all the emails, and he has a task because you were talking about weapons of mass destruction or something, but in there he finds ordinary credit card fraud, would that change the analysis of whether he could then use that and proceed with an investigation? It wasn't what he was looking for. Do you know anything about that?

(b)(6); (b)(7)(C) It was not originally what they were

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looking for, but FISA -- and this is not just the 702 -- FISA from the beginning, from 1978, has recognized that the FBI might come across evidence of a crime in the course of doing their investigation.

Now, I would say, as I said earlier, the government has not used 702-obtained information in a non-national security crime to date. This is an instance where, and sort of interestingly, the interest of defendants and the interest of the intelligence community happen to align, right?

The intelligence community -- this is -- puts a great deal of importance on this program. They're not going to risk their sources and methods for this important program on an ordinary crime, and that's where the use policy that the government announced earlier this year stems from, is the fact that the information is not going to be used in an ordinary crime because we're not just going to risk our sources and methods in those instances.

THE COURT: Is there any reason why the minimization procedures could not incorporate some restrictions to limit the searches to, as I said, certain crimes related to national security?

I'm not sure where -- the Amicus has argued in her brief, and she can raise this again, but that it's -- there are certainly possibilities, if not probabilities, that

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of bits of information, collection of

American conversations or whatever with others abroad, et
cetera, or emails, et cetera, that are totally innocent, and
it seems to me that the minimization procedures in effect
now would allow the FBI to make inquiries that would then go
into this information to see what might be there that would
return anything about a crime because they had some -you're saying some investigation open about somebody. But I
don't know how you limit that appropriately to satisfy the
requirements in the statute. There has to be reasonableness
under the Constitution for this search or this inquiry, at
least, to be made of this information. I'm struggling with
that a little bit.

(b)(6); (b)(7)(C): I think, from a statutory perspective, as you mentioned earlier, the statute doesn't distinguish between crimes. It just says evidence of a crime.

With respect to reasonableness, the government would really assert that when the Court looks at these procedures, they need to look at the sum of these procedures as opposed to isolating aspects of them. It starts with a targeting and a limited collection aperture of the targeting in the first place and for those purposes. That doesn't mean we will not receive some incidental U.S. person

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information. That's probably only where it starts.

You also have the access controls that are limiting this information to individuals who are working on these national security issues. You have the controls on retention, you know, the controls on dissemination. You have the controls of attorney-client communications. You have the controls on querying that can only be done for an authorized purpose.

All of these privacy controls are an integrated approach to protect Americans' civil liberties and privacy, and that whole of all of those protections, we have found, does a very good job of ensuring that no one is rifling through these communications.

THE COURT: Do we have numbers or ballpark figures as to the number of inquiries made by the FBI? Not just for crime, but just the numbers made to the 702 collection of materials on a yearly basis?

(b)(6): (b)(7)(C) So we don't have specific numbers.

It's a substantial number of queries, particularly because of these federated systems. They don't break down by U.S. person or non-U.S. person. A query is a query. But it is a routine and encouraged practice for the FBI to conduct queries at the beginning of an assessment.

This is the way that the FBI, looking at its lawfully acquired information, makes its initial

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THE COURT: What problems would arise if the Amicus's suggestion of modifying the minimization procedures to be more precise and tightly controlled, although it may be a written authorization, et cetera, would arise to the FBI by having to do that?

(b)(6):(b)(7)(C) So maybe to start with that written justification requirement. Because these systems are queried on such a routine basis, these federated systems in some ways are FBI's Google of its lawfully acquired information. They are quite routine. They must have that justification before they query, but they're quite routine queries.

And so the implications here -- there are technical issues we would have to work out. But far more concerning to us than the technical issues are the practical ones. If we require our agents to write a full justification every time -- think about if you wrote a full justification every time you used Google. Among other things, you would use Google a lot less. Well, one of the

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things that we learned from these commission reports is that's not what we want. We want the FBI to look and connect the dots in its lawfully acquired information.

So there's a practical limitation that's going to just cause the FBI to use these tools that we've spent a good deal of time and learned some very hard lessons in order to have to build; and in addition to that — I'm sorry, I'm losing my place here for a moment. In addition to that, once you have that requirement, that bureaucratic requirement, the FBI really has two choices. Either you're going to have agents use the system less, or alternatively — and the FBI, when it was examining this very kind of requirement said, well, one of the things we might have to do is then pull the 702 information out. Pull it out of the federated system. Balkanize the data again.

THE COURT: That was my next question.

Unlearn that lesson and have it in a separate repository. And if we have it in that separate repository, again, we're going to miss our dots because we now have to query multiple systems. It's that querying of multiple systems that has gotten us, as the government, again and again and again. We finally, I think, have learned our lesson. We don't want to unlearn it.

THE COURT: All right. Do you have any other issues you wanted to address in this matter?

(b)(6); (b)(7)(C) Your Honor, if you have no further 02:50:44PM 1 0 :45PM 2 questions. 02:50:47PM 3 THE COURT: Anything else? 02:50:48PM All right. Thank you, (b)(6); (b)(7)(C)I appreciate it. 02:50:51PM 5 02:50:51PM (b)(6); (b)(7)(C) Thank you, Your Honor. THE COURT: We'll get Ms. Jeffress up and get a 02:50:52PM 02:50:57PM 8 chance for her last word here. 02:50:58PM 9 MS. JEFFRESS: Thank you, Your Honor. I'd like 02:51:00PM 10 to first go back to the question that the Court asked (b)(6); (b)(7)(C)02:51:03PM 11 02:51:05PM 12 THE COURT: Can you lower the mic a second. Ι 02:51:08PM 13 can't see. That's why. 0. _i:10PM 14 MS. JEFFRESS: There you go. Better? 02:51:11PM 15 THE COURT: Thank you. 02:51:11PM 16 MS. JEFFRESS: I wanted to go back to the question 02:51:13PM 17 the Court asked with respect to the rationale for the 02:51:16PM 18 difference between FBI's procedures and NSA's and CIA's, and that's, in fact, the subject that (b)(6); (b)(7)(C) was just 02:51:22PM 19 02:51:24PM 20 talking about, that it would be more difficult to adopt 02:51:28PM 21 those -- to adopt similar procedures because the FBI's 02:51:31PM 22 queries are so frequent. I don't think that that is 02:51:37PM 23 necessarily an answer that justifies not complying with the 02:51:43PM 24 Fourth Amendment. It doesn't seem to me to be too 0° 51:46PM 25 unreasonable to require.

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As (b)(6): (b)(7)(C) explained, the queries are already recorded, and when the Department of Justice goes to field offices to do oversight, they require the agents to explain them, and they have, in fact, found, which is good to know, that the agents can explain them. I don't think it's a real imposition to have the agents have to put that explanation in writing before they conduct the query, and I think it is a step that perhaps may mean that they don't always do it in the cases where now they do always do it, but perhaps that means because now they are doing it in cases where there really isn't a real obvious need to be doing it, assessments that aren't sufficiently important, and other circumstances.

So I don't think it's an unreasonable requirement, and I don't think that it would rebuild the wall or render the government unable to connect the dots. If the matter is important enough where the dots are important and could be connected, I think that the FBI will do it.

I also wanted to explain the point that I made about the scope of the incidental collection. I did not mean, in my Footnote 7, to endorse what the ACLU statement said about the program, and I actually don't think that statement is accurate. What I was really trying to do is to say, "Here's the extreme end of this criticism."

But I do stand by the text that I wrote with respect to how often Americans' communications could be

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intercepted incidentally because the targets are so wide, and (b)(6):(b)(7)(C) actually did explain that to some extent; that the FBI only receives a certain portion of the Section 702 information, which is helpful. But the entire body of it really does likely intercept lots of information of, you know, Americans who are communicating with friends overseas who, as I pointed out,

So I thought that the scope was really very -potentially very broad, although I didn't take the same view
that the ACLU took of that.

And, Your Honor, you mentioned that your concern is with, you know, obtaining information about credit card fraud and the like, and I think that they're -- that's one issue, but there is a potentially greater issue with just the intrusiveness of having the innocent communications reviewed. And there are lots of private communications that take place over email that people who are -- whose communications are incidentally collected would not want to be reviewed for any purpose, and so I think there should be stricter limitations for that reason.

I wanted to also respond to the comment about my turning the logic of *In Re: Sealed Case* on its head. And I understand point, but I don't think that I did that because the analysis in that case was really whether --

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it was balancing the prosecution being -- prosecution of national security crimes for the most part being a purpose of the collection versus just a collection of foreign intelligence information. So it really didn't go into the sort of issues surrounding the prosecution of unrelated crimes, which is my central concern here.

And I think -- let me just check my notes for one thing, Your Honor.

Finally, I think that the query, as (b)(6); (b)(7)(C) pointed out, if it is reasonably designed to return foreign intelligence information or evidence of a crime, that can be explained in a statement that is a relatively minimal imposition on the FBI.

I would just conclude by saying that I don't think that the FBI will voluntarily set limits on its querying procedures because law enforcement agencies tend not to take steps to restrict or limit what they can do, for obvious reasons, and that's, you know, giving them the full benefit that they're very-well-intentioned and they want to do their job as best they possibly can. But the incentive is that if you give them a program or a database or any other power, they will use it to the fullest possible extent, and I think that in this case the procedures could be tighter and more restrictive, and should be, in order to comply with the Fourth Amendment.

02:56:18PM 1 . THE COURT: Thank you very much, Ms. Jeffress. 0: :21PM 2 I'm going to see if counsel for the Court has any particular question they wanted to raise. 02:56:25PM 3 02:56:29PM Your Honor, can I ask one question? 5 (b)(6); (b)(7)(C) can I --02:56:32PM 02:56:34PM THE COURT: You can sit down. 7 02:56:35PM -- ask you one follow-up question on 02:56:41PM something? 02:56:41PM So just following up on the statement that the 02:56:43PM 10 judge mentioned, the anecdotal statement, and this other 02:56:47PM 11 statement in the PCLOB report, I think it's in the separate 02:56:53PM 12 Brand and Cook part of the report: "We are unaware of any instance," this says, "in which a database query in an 02:56:56PM 13 02.20:59PM 14 investigation of a nonforeign intelligence crime resulted in 02:57:03PM 15 a hit on Section 702 information and much less a situation 02:57:07PM 16 in which such information was used to further such an 02:57:10PM 17 investigation of prosecution." 02:57:12PM 18 I think you made the point, you know, that that 02:57:14PM 19 undercuts the notion of this being overly intrusive, but at 02:57:19PM 20 the same time doesn't it undermine the -- I mean, how do you 02:57:23PM 21 reconcile that with the national security purpose of the 02:57:26PM 22 collection as a whole? 02:57:28PM 23 You gave a bank robbery example, or I think it 02:57:31PM 24 was -- I can't remember exactly what it was, but --CT 57:34PM 25 THE COURT: Cigarettes.

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examples where queries unrelated to foreign intelligence on the front end resulted in the acquisition of information relating to foreign intelligence? And if the answer is no, then how does this process really serve the overall national security purpose of Section 702?

(b)(6):(b)(7)(C) So to answer your question, I don't have a smoking gun example for you, and I think that's for a couple of reasons. One is because, again, the collection that is being acquired is of the non-U.S. persons outside the United States. We would expect queries -- particularly queries not for foreign intelligence information, but instead for evidence of crime -- to very rarely respond to anything.

And for a second reason, which is it is -querying is one tool in FBI's toolbox, and to discern that
any individual query was the thing that broke open the case
is often a very difficult thing to do.

That said, what we have found, again, just returning to those — returning to the commission reports of the past, is that we do not want to limit our ability to connect the dots. We don't know beforehand, before we do the query, whether the information is going to be responsive and is going to lead to that national security angle.

And we have appropriate controls. We limit the

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access. We limit the retention. We can limit the dissemination, and we have our policy on use. We have a variety of limitations designed, particularly designed to protect the privacy and civil liberties of individuals, but what we don't want to do is to balkanize our data to then limit our ability to find that dot that is out there in the case where it is, in fact, important. It is — and I think this is something that we also saw in the PCLOB report.

It wasn't that the PCLOB report thought there were no concerns. Where they ultimately came out on this was where are the proper places to put those protections, and we believe the proper places are to limit those queries to foreign intelligence information or evidence of a crime, to limit that access, to limit the targeting to foreign intelligence information, to limit the retention and dissemination, to limit their use.

We've imposed all of those, but what we don't believe we should do is limit our ability to find the dots where we weren't expecting to find them.

(b)(6) Thank you, Your Honor.

federated queries, which it sounds like is the principal means by which FBI personnel queried the 702 data. Is that correct?

(b)(6); (b)(7)(C) It is one of the means. So the FBI

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has both a repository of information that includes FISA and some other information, for example, like national security letter information that it queries, but it also has the system — I believe it's DIVS — that allows these federated queries of not just the FISA information but, for example, CBP records, foreign intelligence reports, FBI's own case files. It is really those federated queries where those come into play.

(b)(6) So let's talk about a federated query on DIVS then.

(b)(6); (b)(7)(C) Sure.

(b)(6) If it's one query that reaches into multiple data sets including the 702 data, is it the same standard for queries across all those different data sets?

information is one of the repositories that is queried, what you, in effect, have had is that the FISA rules now apply to all of these data sets when you conduct that query. If I conduct a query, and I have authorization to get 702 information as a result of that query, then my query needs to meet the FISA standard regardless of the fact that it might not ping any of the — bring back any of the 702 information regardless of the fact that I was actually intending, thinking, oh, I'm looking for those CBP records or something else.

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So what we have already done, because of the FISA information that's in there, is to make sure that we have this more restrictive regime.

(b)(6) And that's true even for FBI personnel who haven't been trained on the 702 data and so wouldn't have direct return but rather the sort of mediated process with supervisory approval that you described before?

data would not return content or metadata, for those individuals their queries would not necessarily need to meet the standard because one of the things that is in this repository are internal FBI records when someone has done like a temporary duty assignment, but they would, at most, get back a response saying there is positive foreign intelligence — there is a positive hit in this repository that contains FISA and some other information.

And they would stop there unless they were conducting a foreign intelligence or evidence-of-a-crime-type query, and, in that case, they would have to go to a

(b)(1); (b)(3); (b)(7)(E)

(b)(6) But in any scenario, a query that reaches into the 702 data is subject to the reasonably designed to return foreign intelligence information or

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03:03:32PM 1 evidence of a crime. (b)(6); (b)(7)(C) If content or metadata can be :35PM 03:03:36PM 3 returned to the person conducting the query, then it has to 03:03:39PM meet that standard each and every time. 5 (b)(6)03:03:41PM Okay. And if it were withheld from (b)(1); (b)(3); (b)(7)(E)6 03:03:44PM 7 03:03:47PM 03:03:51PM 8 03:03:52PM 9 (b)(6); (b)(7)(C) Yes. 03:03:53PM 10 But they ultimately only get it if 03:03:56PM 11 it meets that standard after people look at it; is that 03:03:58PM 12 right? 03:03:58PM 13 (b)(6); (b)(7)(C) Correct. 0_..3:59PM 14 Just one small clarification on that when it talks (b)(1); (b)(3); (b)(7)(E) 03:04:02PM 15 03:04:05PM 16 03:04:08PM 17 03:04:11PM 18 03:04:15PM 19 03:04:18PM 20 03:04:19PM 21 03:04:21PM 22 03:04:22PM 23 03:04:26PM 24 0 14:27PM 25

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(b)(1); (b)(3); (b)(7)(E)

If the answer is no, it ends there. That information goes nowhere. It doesn't go into FBI's case files. It doesn't go for permanent retention. It isn't disseminated.

If the answer is yes, and it is foreign intelligence information or evidence of a crime, it is covered by the minimization procedures and used appropriately.

b)(6) Thank you.

One more question. Should it be understood that it's not sufficient for -- in order to run a query that touches on the 702 data, for it to relate to the subject of an assessment or any other type of open FBI investigation, it has to be reasonably designed to return evidence of a crime or foreign intelligence information? So it may be necessary, but it's not sufficient that it relates to an open assessment or other --

(b)(6); (b)(7)(C) Correct.

(b)(6) -- category of case.

(b)(6); (b)(7)(C) Every query that returns content or metadata has to be for an authorized purpose. That authorized purpose has to be that the query is reasonably

03:05:40PM 1 designed to return foreign intelligence information or 0' :44PM 2 evidence of a crime. That is true for every query that 03:05:46PM 3 returns content or metadata. 03:05:48PM 4 Thank you. 03:05:49PM 5 THE COURT: All right. Thank you very much, 03:05:50PM 6 (b)(6); (b)(7)(C) I appreciate your work on that. 7 Thank you, Your Honor. 03:05:52PM (b)(6); (b)(7)(C) 03:05:53PM THE COURT: Anything else? 8 03:05:56PM 9 MS. JEFFRESS: No, Your Honor. I think the 03:05:57PM 10 government may want another word. No? 03:06:01PM 11 MR. EVANS: One moment, Your Honor, if you would. 03:06:01PM 12 THE COURT: Sure. 03:06:01PM 13 (Pause) 14: o. . co: 16PM MR. EVANS: Your Honor, nothing further. 03:06:17PM 15 you. 03:06:17PM 16 THE COURT: All right. Thank you. 03:06:19PM 17 I want to thank you again, all the counsel here, 03:06:21PM 18 for their work on the matter and the agents, but 03:06:23PM 19 particularly Ms. Amy Jeffress, who dedicated, I know, 03:06:31PM 20 weekends and nights to prepare and to study and understand, 03:06:36PM 21 in a short period of time, this rather difficult and complex area and has given an excellent report of great assistance 03:06:40PM 22 03:06:44PM 23 to the Court, and that's why we have an Amicus. So I 03:06:47PM 24 appreciate that very much. 07 76:49PM 25 We are going to look at this. We have to consider 03:06:53PM 1 the certifications in the near future to look forward on :58PM 2 these matters. So we'll take a look at it, and let you all 03:07:01PM 3 know. Thank you again. 03:07:03PM 4 (Whereupon the hearing was 5 concluded at 3:07 p.m.) 6 7 8 9 CERTIFICATE OF OFFICIAL COURT REPORTER 10 11 (b)(6) RDR, CRR, do hereby 12 certify that the above and foregoing constitutes a true and 13 accurate transcript of my stenographic notes and is a full, 14 true and complete transcript of the proceedings to the best 15 of my ability. 16 Dated this 29th day of October, 2015. 17 18 19 20 21 22 23 24 25

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UNITED STATES

FOREIGN INTELLIGENCE SURVEILLANCE COURT WASHINGTON, D.C.

IN RE ATTORNEY GENERAL GUIDELINES ADOPTED PURSUANT TO 50 U.S.C. § 1881a(f)(1). (U)

UNDER SEAL

Docket No:

GOVERNMENT'S EX PARTE SUBMISSION OF ATTORNEY GENERAL GUIDELINES (U)

In accordance with subsection 702(f)(2)(C) of the Foreign Intelligence

Surveillance Act of 1978, as amended ("the Act"), the United States of America, by and
through the undersigned Department of Justice attorney, hereby submits ex parte the
attached "Attorney General's Guidelines for the Acquisition of Foreign Intelligence

Information Pursuant to the Foreign Intelligence Surveillance Act of 1978, as Amended."

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Classified by: Matthew G. Olsen, Deputy Assistant

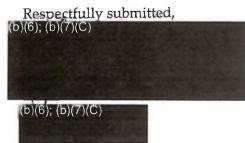
Attorney General, NSD, DOJ

Reason: 1.4 (c)

Declassify on: 6 August 2033

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These guidelines have been adopted by the Attorney General, in consultation with the Director of National Intelligence, pursuant to subsection 702(f)(1) of the Act. (U)



National Security Division
United States Department of Justice