Background Guide

WAMUNC XXVI

NSA COLD WARS
PAPERS RELEASED

Introduction to the Dias

Hello delegates! My name is Katelyn Cuthrell and I am from White Lake, Michigan, which is about 45 minutes outside of Detroit. I am a senior at GWU graduating this May with plans to attend law school. I am majoring in International Affairs with a concentration in Comparative Political, Economic, and Social Systems and a minor in Criminal Justice. I have been a member of the International Affairs Society and GWU Model United Nations Team since I was a freshman. Last year, I had the opportunity to act as a Vice Head Delegate and a member of the Apparatus directing our Model United Nations Team.

WAMUNC transitioned back to an in-person conference last year, and I am so happy to be on campus with everyone again this year. I have served as Vice Chair at past conferences and am excited to Chair my third and last WAMUNC. I understand this may be your first MUN conference, which can be intimidating; I tried out for college MUN without prior experience! At the conference you will have the opportunity to learn many skills—public speaking, writing, and negotiating—that anyone can master by giving full effort and practicing.

Outside of the IAS, WAMUNC, and MUN, I have been involved with Relay For Life for the American Cancer Society as a President, the Globe Undergraduate Journal as a Managing Editor, GWCIA (our middle school MUN conference) as a USG and Chair, Phi Alpha Theta, and Pi Beta Phi. I have worked for a county health department, local and county law enforcement, and I am currently a spring legislative intern for my state Senator. Please reach out to me about my time at GWU, involvement, major/concentration/minor, or work experience, as I would be happy to answer any questions.

Please email me and **<u>copy your advisor</u>** if you require guidance related to the background guide, further readings, or conference/committee policies. I look forward to hearing you all give speeches full of energy and passion at the spring conference.

Sincerely,

Katelyn Cuthrell

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GWU 2024

Format of Committee

As a Historic/Specialized committee, we will be incorporating elements of both crisis and general assembly (GA). Delegates will be writing directives, responding to crises, and by the end of the committee will have created a comprehensive plan with new goals, regulations, and structure for the National Security Agency (NSA). Delegates will be tasked with leveraging their unique positions and backgrounds within the government, military, or relevant agencies, but there will be no backroom. The Dias will expect to see examples of background research reflected in delegates' political positions, blocs, speeches, and written clauses. The committee will offer delegates an opportunity to interact with archival documents and primary sources, which is an essential skill in academia. *The committee will convene in 1962 during an active Cold War, Vietnam War, and Space Race*.

Key Words

COMSEC - Communications Security

COMINT - Communications Intelligence

ELINT - Electronics Intelligence (non-communications)

SIGINT - Both Communications and Electronics Intelligence Signals

Historical Context

Cryptology History (WWII)

Cryptology is the art and science of making and breaking codes or ciphers. Cryptography refers to making a code or cipher system. A cryptosystem is a structure consisting of a set of algorithms that converts plaintext to ciphertext. Individuals who try to break a cryptosystem are practicing cryptanalysts.[1] Code-making and code-breaking have been significant to events across American history. Examples include the Civil War, the Zimmerman Telegram in WWI, and

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[1] National Security Agency/Central Security Service. History, Cryptologic History, Center Cryptologic History. https://www.nsa.gov/History/Cryptologic-History/Center-Cryptologic-History/.

intelligence from Axis systems in WWII. Cryptologic intelligence gathering resembling NSA work began with the invention of the radio and the Army's usage to intercept foreign channels in WWI. In 1917 the Army created a Cipher Bureau in its military intelligence division partially funded by the State Department. Yet, the Department of State withdrew support in 1929 attempting to terminate the Bureau. The Army Signal Corps created a new Signal Intelligence Service to offset the loss of the Cipher Bureau, and the Signal Intelligence Service became an asset in WWII.[2]

Communications intelligence (COMINT) in the Navy first began as part of a cryptographic unit, the Code and Signal Section of the Office of Naval Communications. In 1942 the Navy relinquished wartime work on COMINT to the Army so Navy resources could be used in anti-submarine warfare.[3] An important part of the Allied victory was protecting American communication methods. One way the Marine Corps and Army addressed security was by training Native Americans including members of the Navajo Nation to use indigenous languages in radio communications. Additionally, SIGABA, an extremely complex cipher machine, was used to encrypt messages. In WWII, Navajo code talkers and SIGABA code were never broken.[4] Cryptology and signals intelligence have been important in protecting national security which is a duty of the government concerned with borders, institutions, the economy, and its citizens.

Cold War History (pre-1962)

After WWII the United States (U.S.), its allies, and the Soviet Union struggled for power and influence in the Cold War rather than engage in direct battle. Proxy wars such as the Korean War and Vietnam War saw the U.S. and the Soviet Union engage in larger battles of ideology.[5] The U.S. and the Soviet Union had fought as allies in WWII but the alliance fell apart at the end of the war in May 1945. The Soviet Union had a buffer zone of pro-communist regimes between its borders and Western Europe. The United States began a policy of containment to prevent communist influence in Western European nations, reversing traditional policies of isolation

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[2] Howe, George F. The Early History of the NSA. *National Security Agency.* https://www.nsa.gov/portals/75/documents/news-features/declassified-documents/cryptologic-spectrum/early_history_nsa.pdf.

[3] Ibid.

[4] National Security Agency/Central Security Service. History, Cryptologic History, Center Cryptologic History. https://www.nsa.gov/History/Cryptologic-History/Center-Cryptologic-History/.

[5] John F. Kennedy Presidential Library and Museum. JFK in History, The Cold War. https://www.jfklibrary.org/learn/about-jfk/jfk-in-history/the-cold-war.

from European affairs. The Truman Doctrine (1947) pledged aid to governments threatened by communism. The Marshall Plan (1947) provided economic assistance to stabilize countries and prevent communist takeovers.[6]

In 1949, the United States joined the North Atlantic Treaty Organization (NATO) which was the first mutual security alliance in American history. The creation of NATO spurred the Soviet Union to form an alliance with communist governments in Eastern Europe called the Warsaw Pact (1955). Furthermore, Cuban resistance led by Fidel Castro deposed the pro-American military dictatorship of Fulgencio Batista in 1959. At the same time, Cold War rhetoric and concerns dominated Senator John F. Kennedy's (JFK) 1960 Presidential campaign. Kennedy promised a tough stance on international communism, the Soviet Union, and to strengthening American forces. He warned of the Soviet Union's growing arsenal of intercontinental ballistic missiles and pledged to grow the U.S. nuclear forces as part of what was known as the Arms Race. He criticized the Eisenhower administration for allowing a pro-Soviet government in Cuba.[7]

Bay of Pigs, Cuban Missile Crisis, Vietnam

Before JFK had been inaugurated, he was briefed on an Eisenhower Administration plan to train Cuban exiles for an invasion of their homeland. Eisenhower's plan anticipated support from the Cuban people and military leading to the establishment of a non-communist government in the Western Hemisphere. Ultimately, Kennedy approved the operation and 1,400 exiles landed at the Bay of Pigs on April 17th, 1961. The entire force was killed or captured causing a failure of the operation.[8] In May 1961, JFK also sent 500 Special Forces troops and advisors to South Vietnam. Eisenhower had previously sent 700 Americans, and in 1962, President Kennedy sent an additional 12,000 military advisors.[9] Moreover, in 1962 Khrushchev came to a secret agreement with the Cuban government to supply nuclear missiles.

American spy planes photographed the missile sites under construction and Kennedy placed a naval blockade called a "quarantine" around Cuba that same year. Khrushchev would later agree to American demands to remove the missiles with a U.S. pledge not to reinvade Cuba.

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[6] John F. Kennedy Presidential Library and Museum. JFK in History, The Cold War. https://www.jfklibrary.org/learn/about-jfk/jfk-in-history/the-cold-war.
[7] Ibid.
[8] Ibid.
[9] Ibid.

The incident led to an escalation in the Arms Race, and in the final months of the Kennedy Presidency he signed the Limited Nuclear Test Ban Treaty (1963) and established the "Hotline" with Moscow (1963) with attempts to de-escalate.[10] When Kennedy was assassinated in 1963 there were about 20,000 personnel in Vietnam working with ground troops and flying combat missions with South Vietnamese soldiers. Secrecy was the official policy concerning U.S. involvement in Vietnam.

Current Issues (1962)

Unified Organization (post-WWII)

At the end of WWII, President Truman issued an Executive Order authorizing the Secretaries of War and Navy Departments to continue COMINT collaboration with British Allied partners and bring other U.S. agencies into the current arrangement overseeing COMINT intelligence. They formed a State-Army-Navy Communications Intelligence Board with top authority over COMINT intelligence. This was ratified in 1946, and later that year, the Federal Bureau of Investigation (FBI) temporarily joined the Board but dropped out. The Air Force and Central Intelligence Agency (CIA) also joined in 1947 after the founding, and the Board became known as the U.S. Communications Intelligence Board (USCIB). It was abolished by its own recommendation in 1947.[11]

New legislation created the National Security Council (NSC) in 1947, and a civilian Secretary of Defense was placed at the head of the National Military Establishment. The President included the Secretary of State and Secretary of Defense in the National Security Council as well as other individuals who were invited because of their expertise on a certain matter.[12] The Central Intelligence Agency, under the NSC, was tasked with coordinating all intelligence activities of the Federal Government that were concerned with national security. The Joint Chiefs of Staff previously only created by Executive Order in wartime were named by statute as the principal military advising body under the President and Secretary of Defense.

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[10] John F. Kennedy Presidential Library and Museum. JFK in History, The Cold War. https://www.jfklibrary.org/learn/about-jfk/jfk-in-history/the-cold-war.

[11] Howe, George F. The Early History of the NSA. *National Security Agency.* https://www.nsa.gov/portals/75/documents/news-features/declassified-documents/cryptologic-spectrum/early_history_nsa.pdf.

[12] Ibid.

NSA Establishment & Responsibility

When structuring cryptologic activities after the war period, it was thought that a single unified agency would be the most cost effective option. However, some executives thought, if one agency had total control over COMINT, cryptologic operations would occur peculiar to their own desires and interests. The National Security Agency was established/named in 1952 when the Secretary of Defense issued a directive under orders from the President in the National Security Council (NSC).[13] It was proposed that a unified NSA be controlled in policy matters by the restructured USCIB under the chairmanship of the Director of Central Intelligence. It was important that military and non-military interests be represented and evenly balanced in control of the NSA, and the Joint Chiefs of Staff would no longer be in the chain of command.

The responsibilities of the agency were directed under NSC Intelligence Directive No. 9, with additional changes pertaining to COMINT and communications security (COMSEC) adopted later. All COMINT operations unless specified in the NSC Directive, were exempt from controls applied to other intelligence activities. Those specified were to be directed through the USCIB, and the CIA held authority over all covert human intelligence collection (spies). The COMSEC responsibilities of the Secretary of Defense were delegated to the Director of the NSA.[14] COMSEC primarily involved cryptographic security with the development of principles and plans for emergencies. This included accumulating stock of equipment and materials for technology, including operating manuals and spare parts. For current operations COMSEC planned the production and distribution of materials, and after determining that a system, code, or cipher was compromised would provide remedies.[15]

COMINT, ELINT, & SIGINT

After its establishment, the NSA was tasked with continuing the protection of U.S. communications by codes, ciphers, and other measures. The Cold War saw cryptology develop

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[13] Howe, George F. The Early History of the NSA. *National Security Agency.* https://www.nsa.gov/portals/75/documents/news-features/declassified-documents/cryptologic-spectrum/early_history_nsa.pdf.

[14] National Security Council Directive No. 9.: Communications Intelligence. (National Security Council, 1952) https://nsarchive2.gwu.edu/NSAEBB/NSAEBB24/nsa02b.pdf.

[15] (n) 13

new communications and computer technology.[16] The evolution of digital computers from analog began during WWII when radio communication and intelligence dominated COMINT. Electronic intelligence (ELINT) comes from electronic signals that do not contain speech or text. ELINT signals would become more significant after WWII. New digital computers would require ELINT gathering, and the new technologies also demanded new training and implementation to effectively gather intelligence. In 1958 the NSA became responsible for ELINT, similar to the responsibility for COMINT, and in 1958-59 the term SIGINT was adopted to encompass both ELINT and COMINT.[17] The collection of foreign communications and electronic signals and activities is encapsulated in SIGINT intelligence.

ELINT is divided into different branches. Technical ELINT describes signal structure and weapons systems associations such as radars, beacons, jammers, and navigational signals. Counter-intelligence may lead to spoofing or jamming of radar and navigational systems to assist in military operations. Operational ELINT is used to locate targets and provide threat assessments. This is also referred to as tactical ELINT useful for military commanders. Foreign telemetry signals intelligence was critical for assessing the performance of foreign missiles and space operations while being tested and deployed. This is often used by the Department of Defense. When the NSA charter was established, no agency wanted the NSA to be responsible for newly emerging ELINT in addition to COMINT gathering, but by 1958, the NSA was responsible for joint SIGINT gathering.

Secure Communication

Secure communications were established in the 1950's through the use of courier, teletypewriter circuits, and microwave telephones.[18] The U.S. undertook a reconnaissance satellite project approved by Eisenhower in 1954, and increased satellite capabilities and coverage strengthened all ELINT intelligence gathering. New work in space technology required new analyst positions, and ELINT played a significant role in the Space Race. Microprogramming and development language evolved computer capabilities along with new

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[16] National Security Agency/Central Security Service. History, Cryptologic History, Center Cryptologic History. https://www.nsa.gov/History/Cryptologic-History/Center-Cryptologic-History/.

[17] United States National, Security Agency. 1960. SIGINT production organization manual. http://proxygw.wrlc.org/login?url=https://www.proquest.com/government-official-publications/sigint-production-organization-manual-attached/docview/1679087692/se-2.

[18] (n) 13

IBM defense calculators.[19] Further secure communications such as those through the Washington-Moscow Hotline were conducted by telegram and relied on the first submarine transatlantic telephone cable. Teleprinters would print encoded messages, and there was a backup radio for communication.

During the technological revolution, the NSA obtained copies of domestic telegrams sent by international record carriers and voice communications of persons of interest without warrants.[20] This was known as Operation SHAMROCK, where the U.S. government for many years prior to Pearl Harbor, would under certain conditions from certain companies that provided international communication networks access sealed communication for the purpose of foreign intelligence. Warrants under the Fourth Amendment are necessary to prevent illegal search and seizure without consent, but this right has often been violated if individuals are suspected of having committed a crime and if agencies make arrangements with communications companies.

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[19] IBM Archives. IBM 701. https://www.ibm.com/ibm/history/exhibits/701/701_intro.html.

[20] United States, White House. [Operation Shamrock], 1975. http://proxygw.wrlc.org/login?url=https://www.proquest.com/government-official-publications/operation-shamrock/docview/1679158100/se-2.

NSA 1962: 10 years after establishment

The Special Committee is gathered to represent a variety of interests in this discussion and can deliberate on which agencies (military, Congress, President's Cabinet, Department of State, Department of Defense, etc.) should be responsible for emerging ELINT, SIGINT, research and development of new technologies, and training personnel to implement intelligence gathering in the post-WWII era. Resources such as facilities, physical security (fences, guards, alarms), education, and recruitment programs (college, vocational, military) all factor into the success of the NSA established only ten years previous. The Committee can discuss how disputes between government agencies and jurisdictions should be resolved, as well as how international partners from the war period can assist in the NSA's development. A primary question will be: should the responsibilities of the Agency be extended beyond communications intelligence to electronic intelligence gathering (creating SIGINT), or should the existing responsibilities be limited and regulated?

The Committee can also consider whether there are other divisions or sub-committees that should be formed under the NSA umbrella. Additionally, the Committee should consider how Cold War crises continue to shape the Agency structure, responsibilities, and U.S. security needs. Can the NSA play an important role in the Space Race and in protecting secure communications between Washington and Moscow? What regulations should be implemented to protect American citizens from the Agency's overreach? With the digital revolution, the Committee can consider how new threats may emerge in digital communications, spaces, and devices. What methods can protect against digital threats, and can older methods continue to remain reliable in a new age? Remember that the Committee is also being convened in 1962 with several thousand Americans on the ground in Vietnam. How would an escalation in war require a mass increase in SIGINT capabilities and resources? How might different agencies such as the Department of Defense coordinate with the NSA for effective operation?

Guiding Questions

1. Should the special committee limit or enhance the NSA's reach post 1962? Are there any specific powers or responsibilities that stand out? How is this affected by public perception?

2. Who should SIGINT responsibilities be overseen and regulated by? The military, congress, or executive-level positions? Should any of these agencies have the power to obtain domestic communications of American citizens without a warrant? What about information from ELINT satellites?

3. How can the NSA best prepare for future threats (post-1962) using the most advanced technologies? How might these security threats change and evolve during the Cold War and Vietnam?

4. How can the NSA get involved in the Space Race and how should ELINT satellites be included in the committee's discussions about limitations and enhancements?

5. What government and outside resources are needed to continue supporting communication capabilities? Who would have the power to provide these resources?

6. How does the current economic, social, and military policy under the Presidency affect American society and relationships with international partners in 1962? How might a change in Presidential policy in 1963 influence these relationships for better or worse?

7. How can each character position provide a unique perspective from their work experience, education, and skills? What would they advocate for and against based on historical research or their past decisions?

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