

communications links are known as "government net" communications. A foreign government may use other means for sending and receiving international radio communications in addition to or instead of its own government facilities.

(International radio communications as used here includes communications passed at least in part by wire.) This involves the foreign government's use of the facilities of an international communications common-carrier which is also available for use by the public. Such common-access carriers supply the means by which more than half the encrypted and plain text radio communications of foreign governments, foreign organizations, and their representatives are carried.

11. It is common knowledge that the total volume of radio signals transmitted on a given day is vast. It is also generally known that radio transmissions

can be received by anyone operating the proper receiving equipment in the right place at the right time. Thus, the fact that NSA can intercept radio communications is generally known. So, too, is it known to foreign officials that such interception of radio communications is a primary mission of the NSA. Foreign officials may be expected to know, also, that NSA cannot possibly intercept even a significant percentage of all such communications, especially taking account of the fact that NSA's activities involve worldwide communications, not solely those having a United States terminal. The number is simply too vast to be handled with any reasonable amount of personnel and equipment. Moreover, the cost and effort of such interception would be disproportionate to the intelligence value of the results.