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**Serial Scope:**

586 - Bulky

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III - D (1 thru 7)  
FBI LEGAL ATTACHES



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serial 586

UNITED STATES GOVERNMENT

# Memorandum

~~SECRET~~

Tolson	_____
Sullivan	_____
Mohr	_____
Bishop	_____
Brennan, C.D.	_____
Callahan	_____
Casper	_____
Conrad	_____
Dalbey	_____
Felt	_____
Gale	_____
Rosen	_____
Tavel	_____
Walters	_____
Soyars	_____
Tele. Room	_____
Holmes	_____
Gandy	_____

TO : MR. TOLSON

DATE: 6/7/71

FROM : W. C. Sullivan

cc Mr. Sullivan  
 Mr. Mohr  
 Mr. Callahan  
 Mr. Brennan

SUBJECT: ESTIMATED COST OF PROPOSED  
EXPANSION OF FOREIGN LIAISON

Please refer to the attached copy of a memorandum from Mr. Callahan to Mr. Mohr, dated 6/3/71. This memorandum points out that the proposed expansion of foreign liaison would result in an approximate cost of \$1,083,000. In regard to this matter, I must take what will be an unpopular position; one which runs counter to the present trend.

Frankly, I do not think that what we are getting from our foreign liaison offices warrants such a tremendous expenditure. We must face up to the hard realities in this matter. Specifically, I refer to the fact that, with the exception of one office, we are operating on strictly a liaison basis in foreign countries. We are not operational; therefore the kind of information we receive, in the main, cannot be considered high quality, firm, positive intelligence data. This is the kind of data in which the President is interested.

I recognize fully that there will be some who will disagree with me, but as I follow and understand our foreign liaison operations the more convinced I am that what we receive falls into four main categories, i.e.,

- (1) there is information given to us which is in the nature of gossip;
- (2) we receive opinions of native contacts in the countries where we are, or in some instances people in those countries from other nations;
- (3) we receive what might be called "planted" information, expressly material which our native contacts give to us which they want conveyed via the FBI to the White House or other pertinent high-ranking U.S. officials---information that would serve the interests of their own countries; and
- (4) lastly, we do from time to time develop information that, at least to us, appears to be of value, but this is not in sufficient quantity to justify the expense of our operations. The same can be said of data relating to our criminal

REMOVED RESPONSIBILITIES

Classified by 6283  
 Exempt from GDS, Category \_\_\_\_\_  
 Date of Declassification Indefinite

CONTINUED----OVER

WCS:CSH (5)

Enclosure

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Mr. Tolson

~~SECRET~~

It is a matter of common sense to conclude that we cannot develop hard, high quality, positive intelligence by sending men to these countries only in a liaison capacity. They would have to be operational, with penetration of communications and the development of covert sources in sensitive areas. It would take years to actually develop operationally in foreign countries to the point where the product can be considered to be in depth and of great value.

It has been recommended, among other things, that we reopen our office in Brazil. Some years ago I strongly recommended closing that office because it was clearly unproductive. There is no reason to believe now that it would be any more so. The same is true of other offices.

It seems to me that the time has arrived to take a very honest, cold, impartial look at our foreign liaison operations. We should ask ourselves the question, "Would any real harm be done this nation if we did not expand and if a number of our current liaison offices were closed, with the money saved thereby being put to something more worthwhile and the manpower applied to our heavy domestic responsibilities?"

RECOMMENDATION -

For the information of the Director.

*I can't agree with this. Certainly the President & W.C.D. Dr. Kissinger have in writing & orally complimented FBI on its liaison production abroad.*

"I can't agree with this. Certainly the President & Dr. Kissinger have in writing & orally complimented FBI on its liaison production abroad." *W*

~~SECRET~~

*King*

~~SECRET~~

MR. MOHR

June 3, 1971

N. P. CALLAHAN

**ESTIMATED COST OF PROPOSED  
EXPANSION OF FOREIGN LIAISON**

The Director noted on the attached memorandum from Mr. W. R. Wannall to Mr. C. D. Brennan dated 5/28/71: "What is estimated cost of this if approved?"

The proposed expansion would require the assignment of an additional 29 employees (15 agents and 14 clerks) to Foreign Liaison. It is anticipated that we will not ask for additional employees but we expect to take the number from the 851 employees (500 Agents and 351 clerks) in our fiscal year 1972 request which begins on 7/1/71. The 29 employees if put on foreign assignment will cost the Bureau approximately \$100,000 additional. We have not provided for such funds and if the project is undertaken, the funds will have to come from some other source in our budget such as equipment. If we keep taking money from our equipment item we will soon be operating with obsolete equipment.

The total cost of foreign liaison operations would be increased by approximately \$1,083,000 on an annual basis broken down as follows: (1) expansion of existing offices--\$313,680; (2) reopening of former offices--\$315,502; and (3) opening of three new offices --\$453,818.

ACTION

None. For information

- 1 - Mr. W. C. Sullivan (sent direct)
- 1 - Mr. C. D. Brennan " "
- 1 - Mr. W. R. Wannall " "

NPC:gt

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JUN 3 1 13 1971

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UNITED STATES GOVERNMENT

# Memorandum

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Tolson	✓
Sullivan	✓
Mohr	✓
Walters	✓
Brennan, C.D.	✓
Callahan	✓
Casper	✓
Conrad	✓
Dalbey	✓
Felt	✓
Gale	_____
Rosen	_____
Tavel	_____
Walters	_____
Soyars	✓ WBS
Beaver	_____
Tele. Room	_____
Holmes	_____
Gandy	_____

TO : THE DIRECTOR

DATE: 6/16/71

FROM : W. C. Sullivan

cc Mr. Sullivan  
Mr. Mohr  
Mr. Brennan  
Mr. Beaver  
Mr. Dalbey  
Mr. Felt

SUBJECT: FBI FOREIGN LIAISON PROGRAM

*Dist. checked 6/22/71*

This memorandum, with all ticklers attached (including my own), is being sent directly to you. I am doing this in order to prevent any gossip that might circulate around the Bureau had I taken the ticklers off and routed them. This will give you an opportunity to consider the entire matter and decide at what time you want to release the tickler copies.

As you know, this memorandum is predicated on your statement, written on Mr. Felt's memorandum of 6/10/71 to Mr. Tolson, which reads: "I would like to have from Sullivan a list of foreign offices he would recommend be closed now."

This complex subject matter will be handled in three stages: First, I will discuss the offices to be closed now, or within the foreseeable future. These relate to the long-established foreign liaison offices. Second, I will discuss the liaison offices which were opened during the latter part of 1970. Third, I will make reference to the proposed expansion of foreign liaison and the proposed opening of additional foreign offices.

## FIRST STAGE

### MADRID, SPAIN -

I recommend the closing of this office now. It was re-opened in June, 1969. Since that time the operational cost has been \$152,952. The Legal Attache's salary is Grade 15, \$25,867. The Legal Attache is Mr. V. V. Kolombatovic, whom I regard as an outstanding man. However, the work is simply not there and I question strongly that what we have received is worth the cost of operating this office.

I believe consideration should be given to transferring Mr. Kolombatovic to head the office in Copenhagen, where the Legal Attache is being recalled because of a security violation.

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WCS:CSH (7)

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BY SRD

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Exempt from GDS, Category \_\_\_\_\_  
Date of Declassification Indefinite

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Memorandum to  
The Director  
Re: FBI Foreign Liaison Program

I realize that Mr. R. E. Potocki, Assistant Legal Attache in Paris, has been recommended to be the Legal Attache in Copenhagen; however, if this is cancelled it would mean moving only Kolombatovic to Copenhagen, leaving Potocki where he is, thereby keeping expenses down.

(I am aware that Ambassador Hill asked to have an FBI man assist him; that Mr. Hill is a personal friend of President Nixon; and that it is said he intends to retire soon. If the Bureau wishes to base its decision on this I have no further comment to make relative to this office.)

HONG KONG -

This office was opened in April, 1966, and since then it has cost the Bureau \$331,453. Again, I do not think we have in any way received value from the office which would even approximate remotely the cost of this operation. On the other hand, I recognize that Hong Kong is a sensitive area from the standpoint of Chinese intelligence operations. Therefore, I recommend that either the present Legal Attache, Dan Grove, be returned to this country for obviously failing to make the office productive and a new Legat be put in his place, or the Hong Kong Office be closed now. Mr. Grove is in Grade 16, with salary of \$29,067.

BERN, SWITZERLAND -

This office was opened in October, 1961, and since then it has cost \$457,085. Again, I fail to see that the product coming out of this office during the past ten years has in any way equaled the large expense involved. In view of the fact that the Paris Office can cover the situation at Bern, Switzerland, I think the unnecessary work in the Bern Office can be eliminated and this area should be covered by Paris. I recommend the closing of the Bern Office.

TOKYO -

This office was opened for a second time in November, 1954, and since then it has cost the Bureau \$934,748. Again, on examining, coldly and impartially, the product of this office

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Memorandum to  
The Director  
Re: FBI Foreign Liaison Program

TOKYO (continued)

I fail to see that it is worth the money being put into it. The Legal Attache, H. L. Child, is in Grade GS 17, \$36,000 per year. (Parenthetically, I am preparing a separate memorandum in regard to salaries. For example, Mr. Child receives \$36,000 a year and has only one man under him, with obviously very limited responsibilities, whereas Mr. Courtland Jones of the Washington Field Office has over 200 men under him and is in Grade 14, \$27,061 per annum. I want to state without equivocation that in my judgment Mr. Jones handles more complicated and heavy responsibilities in one month than any of these Legal Attaches handle in an entire year.)

I recommend that the Tokyo Office be closed because the product is not worth the huge sum we have been spending on it.

BUENOS AIRES -

The Buenos Aires Office, since it was opened in March, 1965, has cost the Bureau \$380,477. Again, I do not think what we are getting out of this office is worth the large sum of money we are putting into it. This is no criticism of the Legal Attache, J. J. Wachter, who is a very able man and performed most creditably when he was in the Dominican Republic.

I recommend closing the Buenos Aires Office for lack of <sup>quality</sup> productivity. (Once again, I am aware that Ambassador Lodge wants Mr. Wachter there to assist him, and that Mr. Lodge is very friendly to the Director and the Bureau.)

### SECOND STAGE

In regard to the Second Stage, namely the Legal Attache Offices which were opened up last Fall, I seriously doubt the value to date of all these offices because they are purely liaison and not operational. Unless they are operational, along with other offices we are not going to develop any high quality, hard intelligence information. In particular, I question to date the value of what we have received from Caracas, Venezuela; LaPaz, Bolivia; and Managua, Nicaragua. However, as these offices were opened only last Fall, I do not recommend closing them at this time, but rather recommend that the offices just mentioned, plus Tel Aviv, Beirut, and Copenhagen, be allowed to continue for another six months. At the end of this time a searching, honest, objective, impartial analysis should be made to determine if the product received from such offices is worth the money being spent; if not, all of them should be closed.

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Memorandum to  
The Director  
Re: FBI Foreign Liaison Program

THIRD STAGE

In regard to the Third Stage, namely the continued expansion and creation of new Legal Attache Offices (such as Manila; Rio de Janeiro; New Delhi; Santo Domingo; Canberra, Australia, and Kuala Lumpur), I am unalterably opposed, for reasons stated.

By the same token, I am adamant in opposition to the suggestion of adding additional men to such offices as Beirut, London, Caracas, Madrid and Tokyo.

- - - - -

VIEWS OF MESSRS.  
BEAVER, DALBEY AND FELT -

I have read the comments of the above-named men. It was somewhat more than mildly distressing and saddening to me to observe the lack of objectivity, originality, and independent thinking in their remarks. The uniformity and monolithic character of their thinking constitutes its own rebuttal. While I am certain it was not the intention of these important Bureau officials, who occupy unique roles, to create the impression in the reader's mind that they said what they did because they thought this was what the Director wanted them to say, nevertheless it seems to me this is the impression conveyed.

It has been my experience that the Director certainly does not want officials of the Bureau to try to guess what he would approve of, but rather wants men to think a subject-matter through and give their views, calling "a spade a spade," and "letting the chips fall where they may." The Director is fully capable of deciding for himself among conflicting viewpoints. To use any other approach is, I think, to render a disservice to the Bureau.

This current situation reminds me that a number of years ago it was pointed out that Inservice training, as it then existed, was of very little, if any, value to our field agents. All the agents in the field knew this. However, when it was

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Memorandum to  
The Director  
Re: FBI Foreign Liaison Program

called to the Director's attention a number of Bureau officials went to great lengths to insist that there was nothing wrong with Inservice and that it should remain as it existed at the time. Change was opposed. The Director will recall the results of this controversy, for there was plenty wrong with Inservice. It had to be overhauled, and it was at the Director's instructions.

I am also reminded of a statement attributed to Tom Huxley which, though uttered years ago, fits the present subject-matter with rare exactitude. Huxley said that, when faced with a difficult problem, one should give up all pre-conceived beliefs, notions, prejudices and desires to please, and sit down with an open mind before the evidence, and follow wherever it leads, for otherwise no worthwhile contribution can be made.

I do wish, however, to point out that I think Mr. Felt made a useful contribution and a most valid observation when he commented favorably on the Mexico City Office (and I share his view), and concluded, "However, Mexico City is an operational office, whereas the others are not, and in my opinion this goes to the crux of the matter." Of course it does, and we should not lose sight of this major and decisive fact, or inundate it with irrelevant words.

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SUMMATION

To sum up, since the offices to which I have alluded (in the first stage of this memorandum) were opened, we have spent a total of \$2,256,715, as of 6/15/71. It seems to me, from the standpoint of efficient administration, this money can be far better spent in the domestic field, where our primary responsibilities are and where our problems are increasing and becoming ever more complex. I am sure none of us are wholly satisfied with the way we are discharging our operational responsibilities in all areas of the domestic field. Further, we would be deluding ourselves if we believed that our Legal Attache positions are not the "plums" of the Bureau. They carry fine salaries, plus living allowances, opportunities for foreign travel, et cetera. These positions do not even

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Memorandum to  
The Director  
Re: FBI Foreign Liaison Program

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begin to require, across the board, the heavy pressures and complex responsibilities which our field office administrators shoulder day in and day out. The Legats know this better, it seems than some of us here at the Bureau. How many Legats have asked to return to the field down through the years? And when a foreign office is opened we are flooded with requests to go. The "word" has certainly gotten around. The "plums" are well identified.

Additionally, the evidence points to the fact that, because of racial conflict, student and academic revolution, and possible increase in unemployment, this country is heading into ever more troubled waters, and the Bureau had better be fully prepared to cope with the difficulties which lie ahead. This cannot be done if we spread ourselves too thin and finance operations which do not give us proper returns for the dollars spent. We all know that the taxpayers of this country fully expect that the Bureau will give them the best possible return for their tax dollar. This is a truth which I think is most relevant to some of our foreign operations, and it is a truth which we ought not to ignore.

In order to keep this memorandum reasonably brief, I have not gone into all the reasons and into the many details which I can and will turn to if it is considered necessary. I am convinced that the offices I have discussed will not stand up under any honest, impartial, searching, professional analysis, from the standpoint of getting back full value for the dollars spent, as long as these offices are liaison and not operational. Also, we must be very careful not to mislead the President into thinking we can consistently develop for him, in volume and quality, high level, hard, positive intelligence information. It cannot be done on a liaison basis.

Lastly, I am not unmindful of the fact that the Director pointed out that we could get along quite well without an expansive domestic liaison section and, therefore, he dissolved it. Applying the Director's reasoning to foreign liaison, I think certainly the conclusion is valid that we can at least reduce it, with benefits to the Bureau.

RECOMMENDATION -

For the information of the Director.

*W.E.J.*

**DEPARTMENT OF JUSTICE  
FEDERAL BUREAU OF INVESTIGATION  
INTERNAL ROUTING/ACTION SLIP**

TO	BLDG.	ROOM	NAME/TITLE/ORGANIZATION	TO	BLDG.	ROOM	NAME/TITLE/ORGANIZATION
			<u>DIRECTOR'S OFFICE</u>				<u>DEPUTY ASSISTANT DIRECTORS</u>
	214	7176	MR. BRUEMMER		232	4026	MR. O'MALLEY
	214	7098	MR. HOTIS		232	4026	MR. FULTON
	214	7074	MISS DEVINE				<u>SECTION CHIEFS</u>
	245	7222	MR. BOYNTON		232	4825	MR. GRAY
	244	7162	TELEPHONE ROOM		242	4204	MR. PETERSON
			<u>ASSOCIATE DIRECTOR'S OFFICE</u>		232	4123	MR. SULLIVAN
	235	7142	MR. ADAMS				<u>FRONT OFFICE</u>
	235	7142	MR. MACK		232	4843	MR. J. NOLAN/ MR. J. STURGIS
	235	7110	MR. McDERMOTT		232	4011	MR. TANSEY
					232	4012	MRS. LISKEY
	235	7110	MR. FRENEY		232	4012	MISS TWEEDON
					232	4026	MRS. DeVOTO
			<u>ASSISTANT DIRECTORS</u>		232	4026	MRS. CUOZZO
	234	6012	ADMINISTRATIVE SERVICES		232	4011	MRS. HOLMES
	233	5012	CRIMINAL INVESTIGATIVE		232	4011	MR. SWEENEY
	341	11255D	IDENTIFICATION		232	4011	
	232	4026	INTELLIGENCE				*****
	241	3090	LABORATORY		213	7825	CORRESPONDENCE - UCR SECTION
	245	7427	LEGAL COUNSEL		152	1B327	MAIL ROOM
	213	7125	PLANNING & INSPECTION		152	1B341	MESSANGER UNIT
	211	5829	RECORDS MANAGEMENT		234	6052	PERSONNEL SECTION
	213	7159	TECHNICAL SERVICES		242	4437	READING ROOM
		QUANTICO	TRAINING		222	5648	RECORDS BRANCH
					244	6247	COMMUNICATIONS CENTER
	232	4026	MR. CREGAR		156	3865	VOUCHER & PAYROLL SECTION

*Thanked  
Wob*

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| <input type="checkbox"/> RECOMMENDATION/COMMENT<br><input type="checkbox"/> SEE REMARKS ON REVERSE<br><input type="checkbox"/> MAKE COPIES (NO. )<br><input type="checkbox"/> RETURN (BY ) | <input type="checkbox"/> LOG<br><input type="checkbox"/> FILE<br><input type="checkbox"/> SEE ME<br><input type="checkbox"/> CALL ME | <input type="checkbox"/> NECESSARY ACTION<br><input type="checkbox"/> COORDINATE<br><input type="checkbox"/> PER INQUIRY<br><input type="checkbox"/> INFORMATION |
|--|--|--|

FROM  <p style="text-align: center;"><u>W. O. CREGAR - ASSISTANT DIRECTOR</u> INTELLIGENCE DIVISION</p>	BLDG. J. EDGAR HOOVER (JEH)  PHONE 4880	ROOM 4026  DATE <p style="text-align: right;">, 1978</p>
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UNITED STATES GOVERNMENT

# Memorandum

~~SECRET~~

- 1 - Mr. Sullivan
- 1 - Mr. Mohr
- 1 - Mr. Felt
- 1 - Mr. Callahan

- Tolson \_\_\_\_\_
- Sullivan \_\_\_\_\_
- Mohr \_\_\_\_\_
- Bishop \_\_\_\_\_
- Brennan, C.D. \_\_\_\_\_
- Callahan \_\_\_\_\_
- Casper \_\_\_\_\_
- Conrad \_\_\_\_\_
- Dalbey \_\_\_\_\_
- Felt \_\_\_\_\_
- Gale \_\_\_\_\_
- Rosen \_\_\_\_\_
- Tavel \_\_\_\_\_
- Walters \_\_\_\_\_
- Soyars \_\_\_\_\_
- Tele. Room \_\_\_\_\_
- Holmes \_\_\_\_\_
- Gandy \_\_\_\_\_

TO : Mr. C. D. Brennan

DATE: 5/27/71

FROM : W. R. Wannall

- 1 - Mr. Brennan
- 1 - Mr. Wannall
- 1 - Mr. Day

SUBJECT: EXPANSION OF FOREIGN LIAISON

*Wannall*

Pursuant to the Director's request, we have considered various steps which could be taken to expand our coverage abroad in order to augment our development of high-level intelligence of interest to the White House. There are areas of the world where political and other developments would be of keen intelligence interest and we have included some of these although we cannot expect that any substantial volume of data pertinent to the Bureau's domestic jurisdiction will be developed. Thus, assignment of Agents to such areas would be almost exclusively for the purpose of developing intelligence. We have also prepared an outline of our present coverage involving 42 Agents and 47 clerks assigned to 17 foreign offices. This outline reflects the changes which were made during the expansion effected in December, 1970, and is attached.

We believe that our coverage can be stepped up in our existing offices by increasing the complements of our Madrid, Beirut, Tokyo, London, and Caracas Offices. In addition, offices formerly operating in Rio de Janeiro, Santo Domingo, and Manila could be reopened, thereby relieving pressure on Buenos Aires, San Juan, and Hong Kong, which are presently attempting coverage on a roadtrip basis. New offices could be opened in Australia, Southeast Asia, India, and in the Benelux area. The office in India, presumably at New Delhi, would open an entirely new area and give us access to information of U. S. interest concerning India, Pakistan, and Burma. The office in Australia and in Southeast Asia would also relieve our office at Hong Kong which presently travels to these areas and would permit intensification of coverage in Hong Kong itself by the two Agents currently assigned. The additions contemplated above would involve an increase of no more than 20 Agents plus an appropriate clerical staff. Before making specific recommendations concerning the most productive locations in some of the areas considered, we believe we should secure the advice of some of our experienced men abroad who have worked in the areas and are intimately familiar with their potential. We plan therefore, if approved, to consult selected Legats by teletype on a highly confidential basis.

Enclosure

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GAD:bsf (8) Classified by 6283  
 Exempt from GDS, Category \_\_\_\_\_  
 Date of Declassification Indefinite

ACTION - Page 2

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Memorandum to Mr. C. D. Brennan  
RE: EXPANSION OF FOREIGN LIAISON

We have carefully considered the possibility of opening an office in Helsinki, Finland, but we believe that Finland and the other Scandinavian countries can be adequately covered by our two-man office in Copenhagen, Denmark, and we do not believe the expense of opening an office in Helsinki would be justifiable at this time.

ACTION:

If approved, (1) we will request the views of selected Legats on the optimum locations for new offices, instructing that no discussion whatever is to be had with non-Bureau personnel concerning our plans.

"No. I am amazed that Domestic Div doesn't know enough about foreign situations to be able to decide such matters here. H"

(2) Upon receipt of the Legats' views, we will prepare specific recommendations for the Director's consideration.

*Handwritten signatures and initials:*  
C. Brennan  
AS  
JLK  
HSD

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LEGAL ATTACHE OFFICES

A. Offices operating prior to expansion whose personnel was neither increased nor decreased by the expansion

<u>Office</u>	<u>Agents</u>	<u>Clerks</u>	<u>Total</u>
Bern	1	1	2
Hong Kong	2	2	4
London	2	3	5
Madrid	1	1	2
Ottawa	2	4	6
(one additional clerk approved for Ottawa subsequent to expansion and included in above)			
Rome	2	2	4
Tokyo	<u>2</u>	<u>2</u>	<u>4</u>
Sub-total	12	14	27

B. Offices operating prior to expansion in which personnel changes were made

<u>Office</u>	<u>Former Complement</u>		<u>Additions</u>		<u>New Total</u>
	<u>Agents</u>	<u>Clerks</u>	<u>Agents</u>	<u>Clerks</u>	
Bonn	2	3	1	1	7
Buenos Aires	1	1	2	2	6
Mexico City	12	12	-1	0	23
			(Reduction)		
Paris	<u>2</u>	<u>2</u>	<u>1</u>	<u>1</u>	<u>6</u>
Sub-Total	17	18	4	4	42

C. New offices opened in December, 1970

<u>Office</u>	<u>Agents</u>	<u>Clerks</u>	<u>Total</u>
Beirut	1	1	2
Caracas	2	2	4
Copenhagen	2	2	4
La Paz	1	1	2
Managua	2	2	4
Tel Aviv	<u>2</u>	<u>2</u>	<u>4</u>
Sub-total	10	10	20
Grand Total	42	47	89

(One clerk under transfer to Ottawa is included in above but has not yet arrived)

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