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EX/Plans/Cover

21 July 54
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PROJECT OUTLINE

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28 June 1954

Project Cryptonym or Subject: **BGCONVOY**
Sub-Project Cryptonym or Identification: **Not applicable**
Amendment No.:

Originating Division: **SE Division**

- a. Division Chief: Ext. 2445
- b. Branch Chief: Ext. 3115
- c. Case Officer: Ext. 3115

Target Area: **Bulgaria**

Type of Project: **PP/Support**

Financial Mechanism: **Proprietary**

Funds requested: **1955, no non-CIA funds involved.**

Current Status: **Approved and operative during previous year.**

- First approved as OPC project QKSTAIR in April 1950, budget for FY 1951:
- Approved for FY 1952:
- Approved for FY 1953:
- Approved for FY 1954:

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1. **OBJECTIVE:** Project BGCONVOY will constitute an administrative device to provide for those developmental activities that have not reached an operational degree sufficient to assume individual project status, and to provide for administrative overhead and support costs that may not be charged to station or headquarters expense.

2. **ORIGIN and POLICY GUIDANCE:**
 - a. **Origin.** Bulgarian Country Plan; NSC 10/2; NSC 162/2 (13 October 1953); NSC 174/1 (23 December 1953, superseding NSC 58/2 and NSC 158); Covert Operations General Plan for FY 1956-Cold War (approved by DD/P on 20 January 1954), pp. 19-21 of Annex B.
 - b. Whence proposed. Headquarters.

3. **SITUATION:**
 - a. Approved in 1950, BGCONVOY represented the basic PP program directed against Bulgaria, and, as such, covered all aspects of operations, plus administrative and support elements, and was so approved from year to year.
 - b. Following the OPG-OSO merger in SE Division in August 1952, it became evident that there was a good deal of duplication in the OPG and OSO country programs. As a result, a number of activities formerly carried on under BGCONVOY were handled by the FI side of the Bulgarian Branch, such as CE checks, infiltration operations, etc. Further developments over the past two years have combined other facets of the BGCONVOY objectives into the over-all Bulgarian Country Plan.
 - c. In the course of Fiscal Year 1954 basic elements of the PP program were projected out separately in Projects METAPHOR (clandestine radio) and MENTHOL (leaflet and other written material), as a step toward breaking down the over-all project into separate projects.
 - d. It was not possible in Fiscal Year 1954 to draw separate projects for the facets of the PP program herein provided for, nor was it possible to transfer to other projects by the end of that fiscal year all of the personnel previously carried under BGCONVOY. Projects to cover the sub-tasks covered below in paragraph 5 a (1), (2) and (4) will be drawn as soon as possible; a project to cover the activity referred to in paragraph 5 a (3) below must await the outcome of discussions with the emigre leader in question; and transfers for some of the personnel referred to cannot be effected prior to the end of Fiscal Year 1954.

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4. **PROPOSAL:** It is proposed to continue the funding of the activities discussed herein in the amount of [] through Fiscal Year 1955, or until such time as the activities and functions may be re-defined under separate projects.
5. **OPERATIONAL OUTLINE:**
- a. Sub-proposals or "tasks".
- (1) The employment by headquarters of contract personnel (covert associates, consultants, etc.), for advice and assistance necessitating specialized area, language and professional knowledge;
 - (2) The bringing to the United States of two indigenous agents, presently employed in the field, to be trained and returned to the field where they will be assigned to Project METAPHOR;
 - (3) The PP development and exploitation of an emigre leader and/or his followers and such facilities as the newspaper published by the group;
 - (4) The PP exploitation of defectors as opportunity may arise;
 - (5) Administrative support to cover costs, salaries, quarters allowances, dependent allowances, travel and shipment of household effects for staff agents, staff employees and contract agents participating in PP operations against Bulgaria in Greece and Turkey and not otherwise provided for in approved PP projects;
 - (6) In the course of accomplishing the above, to provide for the orderly liquidation of BGCONVOY during Fiscal Year 1955 through the preparation of separate projects covering (1) through (4) above and the transfer of the personnel in (5) above to other projects or activities.
- b. Key personnel. Not applicable.
- c. Indigenous groups and/or leaders. Not applicable, developmental.
- d. Target groups. Developmental - emigres and internal population.
- e. Duration. It is contemplated that the activities and functions carried under this project will be phased into separate projects during Fiscal Year 1955. At such time as this plan is effected this project will be terminated.
- f. Graphic illustrations. Not applicable.

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6. SECURITY:

- a. Cover. Personnel of BGCONVOY are under official cover (Department of Army) or unofficial cover (commercial).
- b. Knowledgeability: All personnel covered by BGCONVOY are fully cleared and know of their CIA relationship.
- c. Operational Security. Not applicable.
- d. Risks. Not applicable.
- e. Personnel disposal. Not applicable.
- f. Disaster plan. All personnel are included in the disaster evacuation plans of the stations to which they are assigned.

7. COORDINATION:

- a. Relation to other projects. BGCONVOY and any projects developed to cover sub-tasks set forth in paragraph 5 a above will be coordinated with Projects METAPHOR and MENTHOL, which embody basic elements of the PP Program, and with any FM project which may be initiated directed toward Bulgaria.
- b. Significance within overall program in area. BGCONVOY is essential to the execution of the Bulgarian PP-FM program.
- c. Extent of coordination. The Department of the Army may provide cover for some of the personnel included in this project. Internal coordination in CIA is effected with all interested units.

8. CONTROL:

- a. Nature of. Controls are the normal security clearances and briefings given all CIA employees, as well as the normally high motivation of U. S. citizens plus the provisions of the Espionage Act. In the case of contract employees, dependence upon financial support is also a factor.
- b. Administrative Plan. Not applicable.
- c. Reports. Normal financial accountings by all employees covered by this project.

9. BUDGET DATA:

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- a. Total over-all CIA funds required for Fiscal Year 1955:
 (See financial breakdown attached)
- b. Availability of CIA funds required: Funds have been budgeted for FY 1955.

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- c. Non-GIA funds: None.
- d. Foreign currency: To be supplied as needed by local stations to which personnel assigned.
- e. Funding. Salaries, allowances, travel expenses and all other expenditures to be paid and accounted for through normal agency channels; funds to carry out the sub-proposals set forth in paragraphs 5 a (1) through (4) above to be embedded in separate projects during the course of Fiscal Year 1955.
- f. Financial history. All expenditures included have in the past been paid out of BGCONVOY funds. Total obligations for previous fiscal years were as follows: 1951 - []; 1952 - []
1953 - []; 1954 - []
- g. Future requirements. It is anticipated that financial expenditures will be covered by separate projects in the course of FY 1955, that appropriate personnel transfers to other projects or activities will be effected, and that BGCONVOY will cease to exist as of 30 June 1955.

10. SUPPORT DATA:

- a. Total GIA Personnel. 1 staff employee
2 staff agents.
4 contract agents.
(It is anticipated that all of the above will be transferred to other projects or activities during Fiscal Year 1955)
- b. Material. None.
- c. Communications. Official CIA channels of stations []
- d. Other GIA support. Not applicable.
- e. Department of the Army provides normal support given employees under such cover.

11. GENERAL CONSIDERATIONS:

- a. Current Status. BGCONVOY has been operative since April 1950.
- b. Commitments. There are no commitments beyond the usual commitments to staff employees and contract agents.
- c. Effectiveness. BGCONVOY is expected to provide administrative support for personnel engaged or assigned to PP activities, and to provide funds for operational activities which will be projected out during Fiscal Year 1955.

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- d. Anticipated results. The establishment of projects to cover the sub-tasks set forth in paragraphs 5 a (1) through (4) above, and the transfer of personnel now carried on BGCONVOY to other projects or activities, should result in the liquidation of BGCONVOY during Fiscal Year 1955.
- e. Evaluation. Accomplishments under this Project will be reflected in the projects to be established and the assessment thereof.
- f. Policy questions. Not applicable.
- g. Congress. Not applicable.
- h. Extra-Agency action: not applicable.
- i. Proprietary Companies. Not applicable.
- j. Special Considerations. Not applicable.
- k. Liquidation. Not applicable.

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