

**SECRET**



State Department review completed

66-2323/b

20 July 1966

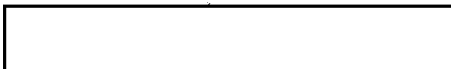
The Honorable U. Alexis Johnson  
Deputy Under Secretary for  
Political Affairs  
Department of State  
Washington, D. C.

Dear Alexis:

I am writing in reply to your letter of 22 May 1966 which enclosed a copy of your letter of the same date to Cy Vance and your proposed draft telegram concerning travel restrictions on Eastern European and Soviet officials in the United States. As suggested in your letter, Agency officers who are concerned with this matter have been in touch with Walter Stoessel.

Our position now as in the past is that this matter is principally of concern to departments and agencies charged specifically with internal security responsibilities. I appreciate your courtesy, therefore, in referring it to us for review. As you know, there have been varying points of view developed during the discussions. We have no objection to your proposed line of action regarding Soviet exchange visitors, commercial visitors, and tourists. On the other issues there have been disagreements and it seems to me that with the application of the principle of bilateral reciprocity individually to East European countries we must expect that there will be a certain advantage to Eastern Bloc reconnaissance and observational intelligence activity in this country. Nevertheless, I am cognizant of the larger implications inherent in this problem and in view of these implications I am in agreement with the course of action outlined in your proposed draft cable.

Signature Recommended:



Deputy Director for Plans

Sincerely,

/s/ Richard Helms

Richard Helms  
Director

*State*

**SECRET**



(20 July 1966)

✓ - ER

1 - C/CI

1 - C/SB

25X1

25X1

66-2322/A

14 JUL 1966

The Honorable U. Alexis Johnson  
Deputy Under Secretary for  
Political Affairs  
Department of State  
Washington, D. C.

Dear Alex:

I am writing in reply to your letter of 22 May 1966 which enclosed a copy of your letter of the same date to Cy Vance concerning travel restrictions on Eastern European and Soviet officials in the United States. As suggested in your letter, Agency officers who are concerned with this matter have been in touch with Walter Stoessel.

As in the past, our position on this matter is that it is principally of concern to departments and agencies charged with internal security responsibilities. Nevertheless, we welcome the opportunity to comment on those aspects relating to intelligence collection.

As you know, through frequent ad hoc restrictions on the travel of U. S. and allied personnel to areas which are not officially restricted--and through surveillance and harassment of permitted travel--the Soviet Union and certain countries of Eastern Europe have effectively managed to deny U. S. and allied personnel access to areas and information of intelligence interest. Presumably this measure of denial above and beyond reciprocal understandings regarding closed areas is likely to continue for the indefinite future, especially in the USSR. Thus we would not expect the proposed change in U. S. policy to increase our over-all intelligence collection capability.

On the other hand, we believe that liberalization of travel controls for Soviet and East European nationals in the United States would increase the availability of information of intelligence value to the Soviet Union. This would occur both directly and indirectly insofar as representatives of East European intelligence services act as

The Honorable U. Alexis Johnson

Page 2

extensions of the Soviet intelligence services. Specific information along the latter lines was given to us a few years ago by the former



25X1

In addition to the capability of direct collection by Soviet personnel permanently stationed in the United States and the above-mentioned indirect collection, the general Soviet practice of including intelligence officers and agents in commercial, tourist, and exchange delegations provides the USSR with intelligence collection opportunities in circumvention of a closed area system unless sufficient safeguards are provided.

I appreciate your courtesy in referring this matter to us for review and I recognize that it is basically one of policy for other agencies of the Government to determine. Nevertheless, I believe that the above points deserve consideration. I am therefore forwarding a copy of this letter to Cy Vance.

Sincerely,

/s/ Richard Helms

Richard Helms  
Director

cc: Deputy Secretary of Defense

DEMurphy:jif (29 June 66)

Rewritten: O-ExDir:  jrf (6 July 66)

Distribution:

0 & 1 - Adse

cc: Vance

~~1~~ - ER

1 - DD/P

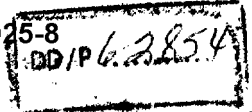
1 - C/CI

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SECRET

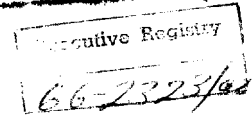
Approved For Release 2003/10/29 : CIA-RDP80B01676R000400140025-8



CENTRAL INTELLIGENCE AGENCY

WASHINGTON 25, D. C.

OFFICE OF THE DIRECTOR



The Honorable U. Alexis Johnson  
Deputy Under Secretary of State  
for Political Affairs  
Department of State  
Washington, D. C.

Dear Alex:

I am writing in reply to your letter of May 22, 1966 which enclosed a copy of your letter of the same date to Deputy Secretary Vance concerning travel restrictions on Eastern European and Soviet officials in the United States.

As in the past, our position on this matter is still that it is principally of concern to departments and agencies charged with internal security responsibilities. Nevertheless, we welcome the opportunity to comment on aspects of this problem relating to intelligence collection.

As you know, through frequent ad hoc restrictions on the travel of U. S. and allied personnel to areas which are not officially restricted -- and through surveillance and harassment of permitted travel -- the Soviet Union and certain countries of Eastern Europe have effectively managed to deny U. S. and allied personnel access to areas and information of intelligence interest. Presumably this measure of denial above and beyond reciprocal understandings regarding closed areas is likely to continue for the indefinite future, especially in the USSR. Thus we would not expect the proposed change in U. S. policy to increase our overall intelligence collection capability.

On the other hand, we believe that liberalization of travel controls for Soviet and East European nationals in the United States would increase the availability of information of intelligence value to the Soviet Union both directly and indirectly in so far as representatives

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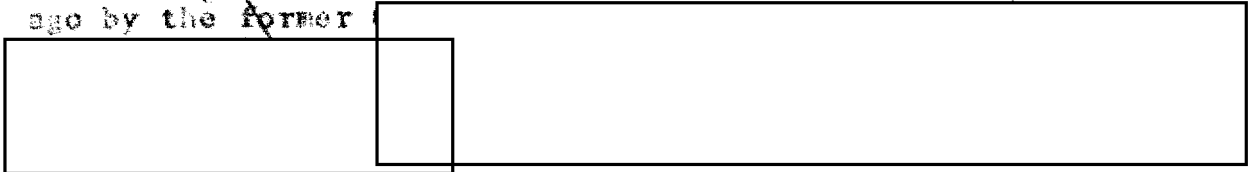
Approved For Release 2003/10/29 : CIA-RDP80B01676R000400140025-8

~~SECRET~~

- 2 -

of East European intelligence services act as extensions of the Soviet intelligence services. Specific information along the latter lines was given to us a few years ago by the former

25X1



25X1

In addition to the capability of direct collection by Soviet personnel permanently stationed in the United States and the above-mentioned indirect collection, the general Soviet practice of including intelligence officers and agents in commercial, tourist, and exchange delegations provides the USSR with intelligence collection opportunities in circumvention of a closed area system unless sufficient safeguards are provided.

I appreciate your courtesy in referring this matter to us for review and I recognize that it is basically one of policy for other agencies of the Government to determine. Nevertheless, I believe that the above points deserve consideration. I am therefore taking the liberty of forwarding a copy of this letter to Mr. Vance.

Sincerely,

Richard Helms  
Director

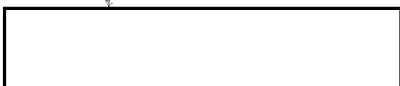
cc: Deputy Secretary Vance

DEMurphy - jif 29 June 1966

Signature Recommended:

Distribution:

- Orig & 1 - Adse
- 1 - Deputy Secy Vance
- ✓ 1 - DCI
- 1 - DDP
- 1 - C/CI
- 1 - C/SB

  
Deputy Director for Plans

25X1

JUL 1966

~~SECRET~~

DEPARTMENT OF STATE  
WASHINGTON

9532



Executive Registry  
66-2323

June 14, 1966

CONFIDENTIAL

Dear Sir:

I am being harassed both from within and without the Department, principally at the present moment by the scientific community, on the question of Soviet and East European travel here. In turn, I pass the harassment on to you and refer to my letter of May 22 enclosing a copy of a draft telegram on the subject. I would appreciate your reactions as soon as possible.

*Journalist  
May 16/66*

Sincerely,

*U. Alexis Johnson*

U. Alexis Johnson

The Honorable  
Cyrus R. Vance,  
Deputy Secretary of Defense,  
Room 3E928 Pentagon.

Cc - Admiral Raborn. ✓

CONFIDENTIAL

(EXECUTIVE REGISTRY FILE

*State*

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### ROUTING AND RECORD SHEET

SUBJECT: (Optional)

FROM:

[Redacted]

EXTENSION

NO.

DATE

29 June 1966

TO: (Officer designation, room number, and building)

DATE

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

RECEIVED

FORWARDED

1.

[Redacted]

29 JUN 1966 ✓

Concur

[Redacted]

STAT

2.

*for CI staff*

3.

DDP -

[Redacted]

1 JUL 1966

*1 July*

4.

DDP

*5 JUL 1966*

5.

*Executive Director*  
DCI

*7/5*

*7/14*

STAT

6.

*SR*

7.

8.

9.

10.

11.

12.

13.

14.

15.

*4 to 5 As you know we have wrestled with this one overlong (2 months) The position stated is counter to the logic of our stance on the Consular Treaty, but on balance, I think we make more political capital in*

4 to 5 As you know we have wrestled with this one overlong (2 months). The position stated is counter to the logic of our stance on the Consular Treaty, but on balance, I think we make more political capital in Washington with this proposed Bureau and Pentagon favored position.

Approved For Release 2003/10/29 : CIA-RDP80B01676R000400140025-8

DEPUTY UNDER SECRETARY OF STATE  
WASHINGTON

May 22, 1966

CONFIDENTIAL

Dear Red:

Attached is a copy of a self-explanatory letter from me to Cy Vance, together with a draft telegram on the subject of travel controls on Eastern European and Soviet officials which I hope can provide the vehicle for agreement in principle on this subject.

As I mentioned in my letter to Cy, I would be glad to discuss this further with you, or you can have your staff get in direct touch with Walt Stoessel, in EUR.

Sincerely,

Enclosures:

U. Alexis Johnson

Draft telegram to Moscow,  
Warsaw, etc.  
Letter to Deputy Secretary Vance  
dated May 22, 1966.

The Honorable  
William F. Raborn,  
Director,  
Central Intelligence Agency.



May 22, 1966

CONFIDENTIAL

Dear Cy:

With respect to our conversations concerning travel in the United States by Eastern European and Soviet officials, I am enclosing a draft of a telegram which is designed to record inter-Departmental agreement on this subject. I have discussed this procedure with Nick Katzenbach and we have agreed that when State, DOD and CIA have arrived at an understanding I will submit it to him for his approval.

Paragraph 2 of the attached telegram embodies the principle of bilateral reciprocity.

Paragraph 4 contains three proposals affecting the travel of Soviet exchange visitors, commercial visitors and tourists. While these proposals were discussed by the ad hoc group on travel restrictions in November and December, 1965, and no major objections were raised, the question got caught up in the disagreement on the other issues and no formal decision was ever reached. Thus, we would like to resolve these questions at the same time. Briefly, the changes with respect to Soviet exchange visitors and individual tourists are designed to bring our practices into line with the policy approved by President Kennedy in 1962 and described in the enclosed press release. With respect to commercial visitors, we believe that less stringent travel controls would be consistent with our policy of encouraging increased East-West trade in peaceful commodities.

I am also sending a copy of this draft telegram to Red Raborn with a copy of this letter. If you desire, I will be glad to discuss it further with you, or you can have whoever is working on the problem get in direct touch with Walt Stoessel, in EUR.

Sincerely,

/s/ U. Alexis Johnson

U. Alexis Johnson

Enclosure:

Draft telegram to Warsaw,  
Moscow, etc.

The Honorable

Cyrus R. Vance,

Deputy Secretary of Defense.

Approved For Release 2003/10/29 : CIA-RDP80B01676R000400140025-8

CONFIDENTIAL

# DEPARTMENT OF STATE

Approved For Release 2003/10/29 : CIA-RDP80B01676R000400140025-8

JULY 6, 1962

## FOR THE PRESS

NO. 441

### UNITED STATES ABOLISHES CLOSED AREAS FOR SOVIET VISITORS AND PROPOSES MUTUAL ABOLITION OR REDUCTION OF REMAINING RESTRICTIONS

In a note handed today to Soviet Ambassador Anatoliy F. Dobrynin at Washington by Under Secretary of State George W. Ball the United States informed the Soviet Government that it was eliminating the retaliatory system of closed areas so far as they apply to Soviet tourists and to other Soviet citizens visiting the United States within the framework of the exchanges agreement. The step was taken as a contribution toward the successful fulfillment of the new agreement on exchanges in scientific, technical, educational, cultural and other fields concluded on March 8, 1962. The United States note expressed the hope that the Soviet Government would take similar action in the interests of the exchanges program. The note also reiterated the United States desire for complete and mutual abolition of all travel restrictions and renewed the United States proposal that representatives of the two Governments meet to discuss the question.

The closed area system which was inaugurated in 1955 in response to long-standing Soviet restrictions will continue to apply to other Soviet citizens in the United States, including personnel assigned to the Soviet Embassy and the Soviet Mission to the United Nations. Although the closed area system will no longer cover Soviet visitors coming to the United States within the framework of the exchanges agreement, their itineraries, as in the past, will be worked out by the Department's Soviet and Eastern European Exchanges Staff. Itineraries given comparable American groups by the Soviet authorities will likewise continue to be borne in mind in the determination of the itineraries for Soviet visitors.

Text of the United States note of July 6 follows:

The Secretary

Approved For Release 2003/10/29 : CIA-RDP80B01676R000400140025-8

The Secretary of State presents his compliments to His Excellency the Ambassador of the Union of Soviet Socialist Republics and has the honor to refer to the notes of January 6, 1961, November 11, 1957, and January 3, 1955, which established regulations concerning travel by Soviet citizens in the United States comparable to those previously imposed by the Soviet Government on the movement of citizens of the United States in the Soviet Union.

The Government of the United States regrets that the Soviet Government has not acted on the United States proposal in the note of January 6, 1961, that representatives of the two Governments meet at an early date to discuss the abolition or reduction of travel restrictions. The Government of the United States continues to believe that the closed area system, first instituted by the Soviet Government, is not conducive to improved relations between the two countries.

Several months ago a new exchanges agreement was signed. Like its predecessors it contained an expression of hope that the contemplated exchanges would contribute significantly to the betterment of relations between the two countries, thereby contributing to a lessening of international tension. The continued existence of travel restrictions works in the contrary direction. The Government of the United States has, therefore, decided to eliminate its system of closed areas so far as they apply to Soviet tourists and to other Soviet citizens visiting the United States within the framework of the exchanges program. The Government of the United States wishes to express the hope that the Soviet Government will consider also making a contribution to the aims of better mutual understanding and of broadening of cooperation between the peoples of the two countries which are envisaged in the exchanges agreement.

The existing notification and closed zone regulations will continue to apply to all other Soviet citizens in the United States, in accordance with the notes of January 6, 1961, November 11, 1957, and January 3, 1955. In addition, the notification system presently applied to long-term visitors will be retained.

The Government of the United States reiterates once again its desire for complete and mutual abolition of all travel restrictions. In the absence of a corresponding interest on the part of the Soviet Government, however, it is also prepared on a reciprocal basis to reduce the remaining travel restrictions as a whole or, alternatively, to reduce or abolish them for individual categories of Soviet citizens. The Government of the United States renews, therefore, its proposal of January 6, 1961, that this question be discussed at an early date.

Department of State,

Washington,

\* \* \* \*

Department of State

INDICATE:  COLLECT  
 CHARGE TO

CONFIDENTIAL  
Classification

FOR OC/T USE ONLY

Origin  
Info:

ACTION: Amembassy WARSAW  
Amembassy MOSCOW  
Amembassy PRAGUE  
Amlegation BUDAPEST  
Amembassy BUCHAREST  
Amlegation SOFIA

1. In response to recommendations all Chiefs of Mission Eastern Europe and Soviet Union, Departments of State and Defense and other US Departments and Agencies concerned have reached agreement that principle bilateral reciprocity should govern travel controls applied to East European and Soviet official personnel assigned to permanent missions in US.
2. Under principle of bilateral reciprocity, US travel controls would be applied to East European countries individually rather than generally. Nature of US travel controls on official personnel of particular East European country would be reciprocal to travel controls applied by government of that country to US official personnel stationed in its territory. Since US initiated in November 1963 our now-existing travel controls, we would contemplate proposing separately to each East European government mutual agreement reciprocally to reduce or abolish travel controls which we established in November 1963 and which the East Europeans, in most instances, introduced subsequent to that date.
3. Would appreciate Mission's comments on foregoing as well as recommendations re manner, timing, and place of US approach to respective EE governments on subject.

Drafted by: SES/RHouston:eb	Tel. Ext. 6358	Telegraphic transmission and classification approved by: G - Amb. Johnson
Clearances: 5-19-66	Defense Justice	EUR - Mr. Stoessel INR/DDC S/AL-Amb. Thompson

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CONFIDENTIAL  
Classification

FORM 8-63 DS-322

Page 2 of telegram to WARSAW MOSCOW PRAGUE BUDAPEST BUCHAREST SOFIA

CONFIDENTIAL  
*Classification*

4. For Moscow: Since we are solidly on record with Soviets as favoring reciprocal reduction or abolition of travel controls, no new approach considered necessary at this time. However agreement has been reached on three proposals for altering methods of controlling Soviet exchange visitors, commercial visitors and individual tourists. Embassy will recall that these proposals put forward by Department at Interagency meetings called by Attorney General November-December 1965. New procedures will be:

- a. Department will be responsible for approving travel of Soviet exchange and commercial visitors on basis itinerary provided in advance, informing other agencies of approved travel.
  - b. Department will consider making public statement at appropriate future date that Soviet commercial visitors exempt from closed area system. This statement would be similar to July 6, 1962 statement exempting tourists and other visitors under exchanges agreement. Advance approval of changes in itinerary will be required for commercial visitors as for exchange visitors.
  - c. Individual Soviet visitors visiting relatives in US will be required to notify local office INS of travel plans outside of area specified in US visa rather than obtain approval of travel from Department.
- GP-3.

END

CONFIDENTIAL  
*Classification*

FORM DS-322A  
8-63  
CONTINUATION SHEET

SENDER WILL CHECK CLASSIFICATION TOP AND BOTTOM			
UNCLASSIFIED	CONFIDENTIAL	SECRET	
<b>CENTRAL INTELLIGENCE AGENCY OFFICIAL ROUTING SLIP</b>			
TO	NAME AND ADDRESS	DATE	INITIALS
1	DDCI	<i>R</i>	<i>1st</i>
2	DCI		
3			
4			
5			
6			
<input type="checkbox"/>	<b>ACTION</b>	<input type="checkbox"/>	<b>DIRECT REPLY</b>
<input type="checkbox"/>	<b>APPROVAL</b>	<input type="checkbox"/>	<b>PREPARE REPLY</b>
<input type="checkbox"/>	<b>DISPATCH</b>	<input type="checkbox"/>	<b>RECOMMENDATION</b>
<input type="checkbox"/>	<b>COMMENT</b>	<input type="checkbox"/>	<b>RETURN</b>
<input type="checkbox"/>	<b>CONCURRENCE</b>	<input type="checkbox"/>	<b>SIGNATURE</b>
<b>INFORMATION</b>			
<b>Remarks:</b>			
<p><u>A copy of the attached has been sent to DD/P for appropriate action.</u></p>			
<b>FOLD HERE TO RETURN TO SENDER</b>			
<b>FROM: NAME, ADDRESS AND PHONE NO.</b>			<b>DATE</b>
Executive Director-Comptroller			23 May 66
UNCLASSIFIED	CONFIDENTIAL	SECRET	

Note for the Record:

All copies of this letter were recalled and it was rewritten and signed by the DCI on 20 July 1966.