



**UNITED STATES DEPARTMENT OF JUSTICE**

OFFICE OF NATIONAL NARCOTICS INTELLIGENCE  
WASHINGTON, D.C. 20530

*FBI Full*

January 23, 1973

PERSONAL AND CONFIDENTIAL

Lt. General Vernon Walters, USAF  
Deputy Director  
Central Intelligence Agency Headquarters  
Washington, D. C. 20505

Dear General Walters:

Since my conversation with you I have been giving some thought to improving liaison between the CIA and the Federal Bureau of Investigation (FBI). Needless to say, I agree with you completely that there should be the closest possible relationship between the two organizations. In many areas the work of one must be so directed as to supplement and strengthen the work of the other.

On thinking about this matter, I mentally projected myself into the position that I once occupied in the FBI. My reasoning from this vantage point follows:

First, to improve the relationship I recommend that the Directors of the two organizations meet personally and agree to instruct their subordinates to take immediate steps in this direction.

Second, I would recommend to the Director of the FBI that a committee be established on which would sit three men from CIA and three men from the FBI to make a thorough study of the structure, operations and goals of the FBI and CIA in the security field. This committee should then analyze every possible aspect of the subject and make recommendations for bringing the two organizations as close together in a team-like arrangement as possible. These recommendations will include:

- (1) making any internal changes in the two organizations that would facilitate the end sought;
- (2) determining the areas in the FBI and in the CIA that have the most important bearing upon one another and devising ways and means for mutual efforts in those areas;

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- (3) Arranging for an exchange of lecturers between the two organizations. (It might even be well to have one or more instructors from CIA permanently assigned to the FBI Training Staff);
- (4) a pooling of the scientific resources possessed by each organization;
- (5) devising ways and means whereby informants and sources of information, without disclosure of identity, can be made to better serve the goals of each organization;
- (6) A mutual study of each other's intelligence-gathering and penetration techniques;
- (7) Devising means whereby the extensive FBI contacts in the press media in the U.S. can be utilized to assist special CIA objectives when needed;
- (8) developing a program whereby the facilities of the FBI can be employed extensively to help CIA to use the United States as a base for setting up contacts and operations for action abroad;
- (9) Working out a modus operandi directed toward identifying illegal agents in this country. (This is a very serious problem which never has been adequately met.)

General Walters, this subject you raised is one which has been of great interest to me for some years. Director Helms and others in your Agency will tell you that within the very strong limitations we had to operate under in the FBI, I did everything possible to maintain a helpful working relationship between us; but, of course, the limitations were so stringent and unusual that we could not begin to accomplish together what is possible under normal working conditions. (I might add CIA always gave me very valuable and willing assistance and my relationship with the Agency and Director Helms in particular was one of the brighter chapters in my FBI career for which I am grateful.)

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I feel very strongly that all of us concerned with our national security should do everything possible to see to it that the vast resources of the FBI and CIA are pooled in order that we may for the first time benefit by a true team-like effort which should lift the quality and quantity of intelligence information to the highest level yet achieved in our country. The President would benefit greatly by this.

May I suggest that if constructive steps are taken in this direction consideration should be given to setting up a permanent "Operational Board" between FBI and CIA. Again, it would, of course, consist of members from both organizations. The purpose of this Operational Board would be to maintain a continuous examination of operational activities and make recommendations for conducting joint operations where feasible and where not feasible making certain that the resources of one organization are being used efficiently to help the operations of the other.

As you realize, I have only scratched the surface of this subject. If there is anything further that I could do I would be glad to devote my evenings and weekends to the matter. Intelligence operations still remain my number one interest in life and the national security my primary concern. Year after year it became more evident to me that inside the U.S. we were not adequately discharging our security operations. We both know the grave conditions which prevail in the world that have a direct bearing on our survival as a Nation. While at the present time we are not faced with any real danger as a people, none of us can foresee what we will be faced with ten, fifteen, or twenty years from now, especially if we have serious economic dislocation throughout the country. If such does occur, or if we are threatened by external forces, we will suffer greatly unless we have highly professional and effective intelligence operations. As you know, we have never really taken a penetrative and comprehensive look at the history and development of intelligence operations in this country. From the beginning of our Nation to date we have been rather haphazard about it all.

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In fact, the FBI never did become involved in intelligence operations until President Roosevelt issued an executive order in 1939. We were at that time ill-equipped to take on these responsibilities. We remain both a law enforcement agency and an intelligence operation, and the two are often linked with each other in a manner that does not guarantee the best possible product. I think this needs to be considered if we are to strengthen our national security. There are many other aspects of the subject matter which could benefit by the collective reflection of professionals in this field. For example, are we not the only major Nation in the world that does not have a separate, highly-specialized and professional domestic intelligence service?

General Walters, I want to thank you again for your generous hospitality. It has been years since I enjoyed myself so fully at a luncheon. I do hope that I can remember some of those stories you told. I enjoyed them so that I could listen to them all over again and laugh just as heartily.

If there is anything at all that I can do for you, just make the request. It will be a privilege to be of assistance.

I will try to work out a few concrete steps relative to liaison between CIA and FBI and if I make some progress in this matter, I will be in touch with you.

Cordially,

*Bill*  
William C. Sullivan