

Mr. Tolson

September 25, 1969

The Executives Conference

INDEX MATTERS

NATIONAL CRIME INFORMATION CENTER (NCIC)

On 9/25/69 the Executives Conference consisting of Messrs. Tolson, DeLoach, Mohr, Bishop, Callahan, Jenkins for Casper, Conrad, Felt, Gale, Rosen, Donald E. Moore for Sullivan, Tavel, McDaniel for Trotter and Beaver considered a proposal that field offices having NCIC terminals no longer prepare index cards on vehicles, guns and property entered in NCIC.

This proposal had been evaluated favorably by five field offices and placed in effect by the Baltimore Office for a 30-day trial. Following the trial the Baltimore Office had recommended adoption of the suggested procedure and also recommended that the information be retained in NCIC for five years to coincide with the Statute of Limitations and the retention period now in effect with respect to index cards on these items in field office indices. Present NCIC procedure provides for retention of records on unrecovered property for a period covering the year of entry plus one year (a maximum of two years) although a field office may request its retention beyond the purge date by advising the Bureau within 30 days of such purge date that it wishes the item reentered.

In consideration of the Baltimore Office's recommendation, Administrative Division advised the proposed increase in current NCIC periods would increase program costs \$400 initially with additional minimal annual costs in computer use and data storage.

The Executives Conference unanimously recommended adoption of the proposal and use of the five-year retention period.

RECOMMENDATION:

That offices having NCIC terminals no longer prepare index cards on vehicles, guns and property entered in NCIC and the present two-year maximum period for retention of these items in NCIC be increased to five years. On approval, Crime Records Division will take the necessary action to place the procedure into effect.

- 1 - Mr. DeLoach
- 1 - Mr. Bishop
- 1 - Mr. Callahan
- 1 - Mr. Beaver
- 1 - Mr. Casper

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The Director

December 6, 1969

The Executives Conference

COMPUTERIZED CRIMINAL IDENTIFICATION RECORD

The Executives Conference was held on December 3, 1969, and present were Messrs. Tolson, DeLoach, Mohr, Beaver, Bishop, Callahan, Casper, Conrad, Daunt, Felt, Gale, Rosen, Soyars, Sullivan, Tavel, and Walters.

Background

The Conference discussed at length the feasibility of a computerized record of criminal history and the relationship of Project SEARCH System for Electronic Analysis and Retrieval of Criminal Histories) in connection with the computerization of criminal histories. It was explained that Project SEARCH is a 10-state effort to computerize criminal identification "rap" sheets and test out their use in day-to-day operations among the states. The states, by August, 1970, would demonstrate the capability to store in a computer information on criminal histories and retrieve criminal histories rapidly from a computer file. This would be done over communication lines that link the state computers to a central index. If the FBI was to operate as the central index we, of course, already have the lines established to the states. If we do not-- then new lines would have to be established among the states to wherever the index may be stored. If the FBI were to participate in this Project, we would have to become involved expeditiously since the target date for completion is August, 1970.

Project SEARCH was conceived in the Spring of 1969 when the new administrators of the Law Enforcement Assistance Administration (LEAA) called in state representatives to inquire as to how they could best

- Tolson _____ 1 - Mr. Tolson
- DeLoach _____ 1 - Mr. DeLoach
- Walters _____ 1 - Mr. Walters
- Mohr _____ 1 - Mr. Mohr
- Bishop _____ 1 - Mr. Bishop
- Casper _____ 1 - Mr. Casper
- Callahan _____ 1 - Mr. Callahan
- Conrad _____ 1 - Mr. Conrad
- Felt _____ 1 - Mr. Felt
- Gale _____ 1 - Mr. Gale
- Rosen _____ 1 - Mr. Rosen
- Sullivan _____ 1 - Mr. Sullivan
- Tavel _____ 1 - Mr. Tavel
- Soyars _____ 1 - Mr. Soyars
- Tele. Room _____ 1 - Mr. Daunt
- Holmes _____
- Gandy _____

- 1 - Mr. Felt
- 1 - Mr. Gale
- 1 - Mr. Rosen
- 1 - Mr. Sullivan
- 1 - Mr. Tavel
- 1 - Mr. Beaver
- 1 - Mr. Soyars
- 1 - Mr. Daunt

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use available funds from the 1969 fiscal year budget that had not been committed. A number of the states requested financial support from LEAA to ~~convert the criminal identification records in their states to computer storage and then test out the procedures for the exchange of this record among the states.~~

The Project at the present time has over \$2 million committed, most of which was put up by LEAA (60 percent Federal, 40 percent state). The FBI did participate in the initial stages of Project SEARCH, but withdrew in August, 1969. We were at that time solely involved in the deliberations as to the necessary standards that should be adopted for computer storage of criminal histories. On September 10, 1969, Mr. O. J. Hawkins, Deputy Director of the California Department of Justice and a good friend of the Bureau, wrote to the Director and requested that the FBI serve as the central index for Project SEARCH and he indicated that he felt funds could be made available to reimburse the FBI for the costs incurred. The FBI declined Hawkins offer. Hawkins, in requesting the FBI to serve as the central index, was speaking for the 10 states involved in the Project. If we were to participate, our reimbursement of costs would not be made by LEAA but, rather, the 10 states and, specifically, through O. J. Hawkins, the Project Chairman.

Purpose Is a Pilot Study

Project SEARCH has been developed as a pilot study, a trial period, to test out ways and means of storing and retrieving criminal history information from computers. There are many procedural questions to which there are no answers unless one gains experience under actual conditions. The FBI in participating in such a pilot study could gain considerable knowledge in the problems and their solutions relating to a national index of computerized criminal histories.

Mr. DeLoach pointed out there, of course, are many unanswered questions that can only be solved through actual trial and error, however, computerization of criminal history information is inevitable and that it is now going on within a number of states. It is a logical extension of NCIC. He pointed out that if the FBI does not become fully involved, local and state law enforcement may leave us behind. He stated that law enforcement expects us to maintain this leadership and that we have received several letters from local law enforcement leaders to this effect. He advised that

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the Bureau of the Budget, from comments made by Mr. Boleyn to Mr. Mohr, obviously expects us to take on these additional responsibilities. He stated that we know that O. J. Hawkins has met with the Attorney General and told him that the goal of an ultimate computerized criminal history must have FBI leadership and expertise if it is to succeed, even though we have yet to be advised of the Department's reaction. It is believed that it is now psychologically timely for the FBI to move into a leadership and coordinating role with respect to this law enforcement advancement.

Initial Costs

If the FBI did participate as the central index in Project SEARCH, the costs would involve computer operations, storage, and employee time, particularly in writing instructions to the computer to store and retrieve criminal histories. The costs are estimated at \$162,000. We would participate only on a firm commitment that costs incurred would be reimbursed. (Costs for later years see page 7.)

Benefits

1. If the FBI was to participate in Project SEARCH, it could develop the necessary computer techniques to store and retrieve criminal history information for the eventual computerization of the criminal identification record.
2. The FBI would maintain its leadership and control over the states in the computerization of criminal history information and, particularly, would insure that the necessary standards were met in order that there may be successful exchange of information. The Director and the FBI would continue to be recognized as the foremost advocates of scientific advancements in law enforcement.
3. The FBI, from its experience in Project SEARCH, would gain valuable knowledge on the problems and the proper procedures in computerizing criminal history information, as well as the proper relationship between a computerized criminal history file and the identification (fingerprint) function.
4. FBI involvement in Project SEARCH would not require any additional work by the already hard pressed Identification Division. The converted records would be obtained from the states and would not include any Federal offenders during the Project trial period.

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Disadvantage

Project SEARCH, if the Director were to approve FBI participation, would begin on the Director's approval and extend through August, 1970. However, if the Project is successful, the FBI would be expected to take over the development of a national computerized file on criminal histories. This would require appropriation from Congress which would have to be justified by the Director. (See page 7 for costs.)

Feasibility of Computer Stored Criminal History

It was pointed out that at the present time our Identification Division identifies 70 percent of its criminal fingerprint receipts through a name search. The States of California and New York identification divisions are running about 75 to 80 percent. This name search includes name, date of birth and/or FBI number or state identification number. While no computer system at the present time can compare and identify fingerprints, computer systems such as NCIC can effectively handle name searches with other minimum identification such as date of birth, identification number, etc. Since the vast majority of criminal history data can be identified by the above means, then a computer can do a more efficient and effective job in storing and retrieving criminal history information.

The Advantages of Computer Stored Criminal Histories After Trial Period

1. It would provide to law enforcement immediate information on criminal histories which they could use in developing suspects in unsolved cases, for interview with suspects, as well as other general investigative purposes.
2. It would speed up the flow of criminal history information to not only police but prosecutors, courts, and correctional agencies, particularly for bail decisions that must be made in a short period of time after arrest. Too many vicious criminals are being released on bail because of the delay in receiving prior criminal history information.
3. It would provide extremely valuable statistics on the criminal justice system for research and planning purposes.
4. Once a substantial volume of active criminal histories has been stored in the computer, demands on our Identification Division for "rap" sheets should decline since a copy of the computerized criminal history would already be in possession of the agency that inquired of the computer.

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5. Identification Division personnel could also utilize the computerized criminal history record from the FBI computer in place of their present manual card index. For a period of time this would require dual searching of the computer and card index. At first this would slow up identification processing. As more records were added to the computer, there would be a gradual phasing out of the manual card index and computer name searching eventually would be more rapid and reliable.

6. In a computerized criminal history system, the states would be expected to add the disposition to the computer file, thus relieving the Identification Division of its responsibility in posting dispositions. Since states could enter the disposition data directly into the FBI computer from their own states over communication lines, the process of getting disposition data would be simplified.

In a fully operating computerized criminal histories system, law enforcement and criminal justice effectiveness would improve due to the most rapid exchange and availability of criminal history information. Likewise, the efficiency and effectiveness of the Identification Division would improve due to a diminishing work load and the availability of a computerized index in their day-to-day operations which is more rapid and more accurate.

Possible Methods of Computerizing Criminal Histories After Trial Period

There are two ways to approach the computerization of the active criminal history record.

(1) It could all be done by the FBI here in Washington wherein the current "rap" sheets and fingerprint cards being handled on a day to day basis would be converted for computer storage. This would include the criminal history information, as well as the physical description, name, FBI number, state identification number, etc. This would require the FBI hiring hundreds of employees to code and key punch the material or contract it out to a service company.

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The advantage of this approach is that it should represent the most effective and reliable computer storage and at the same time would rest solidly on our historical premise of each entry being supported by a fingerprint card in our files. It would be completely under FBI control. It is not known whether it would be feasible to begin with a representative storage of information already in file or to begin with incoming criminal fingerprint cards on current arrests as envisioned under Project SEARCH. Such matters could only be determined through a systems study, although results of the trial experiment under Project SEARCH would shed considerable light on such an approach.

Disadvantages

a. Would increase FBI costs substantially compared to the following proposal, and would require FBI to hire hundreds of employees here in Washington, D. C., or to contract it out to a service company.

b. Due to the volume of records to convert, would be a slow operation. Costs and time to accomplish this conversion are unknown at this time.

(2) The states are actually computerizing criminal identification records or plan to do so for their own statewide law enforcement information systems. On receipt of a criminal identification record from the Identification Division, the states intend to convert that record for computer storage and thereafter update it in their computer system based on new arrests within that state. Each of the states would then be converting a part of our Identification Division criminal history records. Federal monies from the Omnibus Crime Bill are available for them to do this. We, in turn, could accept from the states already in machine processed form the computer converted criminal history records that do contain an FBI number and, therefore, are a part of our Identification Division files. In this way the initial costs are shared by the states. The FBI would convert the Federal offender record. Once the file is operational the states may merely update the computer record on new arrests, new dispositions, etc., over communication lines such as the NCIC network. LEAA has indicated that funds are available to the states for this purpose, particularly on receipt of its 1970 appropriations.

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The above approach would distribute the costs for the initial "rap" sheet conversion among the states. It would avoid duplicating conversion costs at both Federal and state level. It would get the job done quicker and give the state agencies a feeling of cooperation in a national effort.

In any event, the decision on the two approaches described above could be made with greater reliability if the Bureau were to participate in Project SEARCH. These are the types of questions to which answers are needed.

Overall Costs

If the states are to do the converting of the criminal history information to computer storage then our costs would be reduced considerably. The cost to the FBI in computer operations and storage during the first year would be approximately \$1.3 million, second year \$1.9, third year \$2.8 and fourth year \$3.3 at which time costs would level off. Thus over a four-year period total costs would be about \$9 1/2 million. This is based on a maximum of 8 million computerized criminal history records of criminal repeaters and first time offenders for serious crimes.

Justification Before Congress

The FBI, through its Identification Division, has been collecting, storing and exchanging criminal records with duly authorized law enforcement agencies since 1924. Fingerprint card submissions have reached 30,000 and continue to increase. As a national clearinghouse the FBI Identification Division serves two purposes. First, the fingerprint cards submitted, both civilian and criminal, represent a positive means of personal identification. This personal identification function is used for many purposes, including situations involving disasters. Second, as a result of its collection of criminal fingerprint cards, the FBI Identification Division is able to supply law enforcement with an offender's criminal history. This document is

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prepared by the FBI and is known as the criminal identification record. Both of these functions are handled manually. The Identification function is the subject of research study looking toward eventual automation. This has many technical problems and no immediate solution.

The criminal history function of the FBI's Identification Division can be computerized and thus made more efficient and productive. The tremendous value to law enforcement in being able to centrally store and retrieve information from a computer has been dramatically proven in the success of the NCIC. The rapid availability of criminal history information on repeating offenders is not only of great need to local and state law enforcement, but also to the prosecutors, courts, and corrections if we are to improve the effectiveness of the criminal justice system. Working with the states the large volume of criminal history information presently stored manually in our Identification Division could be converted to computer storage and made available to all law enforcement agencies much more rapidly.

The computerization of criminal history information is also essential to the efficient operations of our Identification Division. The problems of recruiting and retaining personnel to handle the routine, tedious, and uninspiring repetitive tasks of indexing, filing, and searching are common to all large employers today. We know that these are the types of tasks that can be more efficiently and effectively handled by a computer system. After all, a computer does not get married, does not get pregnant, does not have personal problems, and can operate 7 days a week, 24 hours a day.

To effectively fulfill the responsibility given to the FBI by the Congress and the Attorney General to collect and disseminate criminal history information to the increasing multitude of law enforcement agencies, courts, correctional institutions, etc., we must utilize the tools best suited for this purpose. From our experience with NCIC, we are convinced that the high speed computer system is best suited for collecting, storing and disseminating criminal history information.

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Conference Comment

Mr. Tolson pointed out that he was unwilling to subject the Director to justify a request for this money as he did not believe the project would be successful in the long run. He pointed out that we could not get funds from Congress until fiscal year 1972, which would be late in the calendar year of 1971. Mr. Mohr pointed out that justification for the increased expenditures could be well documented before Congress. Mr. Mohr also explained that it would be more difficult to attempt to answer Congress why the FBI is not doing this then it would be to justify the need for doing it.

Actually Bureau costs in the computerization of criminal history can be logically controlled. We should not operate a national file until a very substantial number of records are converted to computer form by the states for delivery to the FBI. It is very likely that FBI costs for computer operation and large storage would not occur before July, 1971 (fiscal year 1972). This would depend on the number of records converted for computer use. In any event no large costs would be incurred before that time (fiscal year 1972).

Mr. Tolson expressed the view that every criminal history included in the computer would have to be kept up to date and at the same time the criminal histories would also have to be kept up to date by the Identification Division, thus making duplicate work. In an operating computerized criminal history system any new arrests would be added to the computer record. A criminal fingerprint card would be submitted to our Identification Division where it would be filed in the FBI identification jacket. However, since a computerized criminal history would be available the Identification Division would no longer maintain or update what is presently known as the "rap" sheet. Thus, the computer criminal history would take the place of the present criminal identification record.

Mr. Tolson also expressed the view that the long delay in getting all 50 states involved in this project would result in duplicate searches being made on many requests submitted. While it is true that the goal should be to get all 50 states involved in the computer conversion of criminal histories and this is a definite possibility, even within one year, the fact of the matter

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is that 75 percent of all criminal fingerprint submissions to our Identification Division come from the 15 largest states and the Federal agencies including the District of Columbia. We could certainly involve these states, as well as an additional 20 or 25 which would take care of the vast majority of fingerprint submissions. If any of the smaller states were unable to get started on the computerization of the criminal histories then the conversion for those states could be done here in Washington by the FBI because the number of prints would be relatively small. In this way we would have a complete computerized system in operation which would avoid the necessity of duplicate requests where no record appeared in the computer because a few states were not participating in the program.

Such procedure would involve converting for computer storage, data from all arrests on fingerprint submissions by non-participating states, performed by FBI. The costs involved in this FBI work would depend on the number of submissions involving non-participating states and cannot now be estimated.

Mr. Mohr pointed out that if Project SEARCH is successful and the Bureau continues to computerize, the overall work of the Identification Division may ultimately be substantially curtailed in that fingerprint cards on arrests where the person is known to be already carried in the computerized file would be retained at the state or local level and there would be no need to submit them to the FBI Identification Division. While the FBI would continue under such concept as the central repository for Master Fingerprint cards (first arrest), its function as repository for fingerprint cards on subsequent arrests would be phased out, thus substantially curtailing the work of the Identification Division which is desirable.

It was also pointed out during the Conference that the state law enforcement agencies involved in Project SEARCH have expressed their reluctance to provide any criminal history data to LEAA since they do not consider the latter to be a law enforcement agency. It was for this reason that the state agencies after FBI refusal to serve as the central index turned to the Michigan State Police and their computerized system to serve as a substitute for the pilot project.

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Conference Action

The Conference voted on the question, "Should the FBI participate in Project SEARCH with the understanding that it has a firm commitment for reimbursement of costs and no obligation to continue beyond trial period of August, 1970"? Messrs. DeLoach, Mohr, Callahan, Casper, Conrad, Bishop, Felt, Sullivan, Rosen, Gale, Walters, Tavel, Soyars and Beaver voted yes that we should. Mr. Tolson was opposed. Mr. Mohr posed the question that if the FBI, should it participate in Project SEARCH, determine that it is successful then the FBI should engage in the complete computerization of active criminal histories. Messrs. DeLoach, Mohr, Callahan, Casper, Conrad, Bishop, Felt, Sullivan, Rosen, Gale, Walters, Tavel, Soyars and Beaver voted yes and Mr. Tolson was opposed.

Respectfully,
For the Conference

✓
Clyde Tolson

not much help -

Certainly, there are all too many ambiguities left hanging in mid air - since L. E. A. & Hawkins have appealed my original decision to the A.G. - it is no longer in my hands. H.

A PERTINENT SERIES OF QUESTIONS AND ANSWERS IS ATTACHED.

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Question:

What are the chances that a police agency in a computerized criminal history system will get a missed ident?

Answer:

This will happen. In those instances where name and date of birth are the only identifying means provided, it would be incumbent upon the agency based on the description, fingerprint class, and other factors provided in the computerized criminal history to identify or eliminate the person they inquired upon. If still in doubt, they would request verification based on submission of the criminal fingerprint card. The computer response on all of the automated criminal histories would indicate that the information furnished was solely the result of a name check, not supported by fingerprint identification. As in NCIC the final responsibility is on the inquiring agency which has the facts for determination.

Question:

If the states should stop receiving Federal funds, will they continue to participate in a computerized criminal history system?

Answer:

Yes. As witnessed by NCIC, there is a rapid development of statewide computerized information systems. These are being paid for by the states. Computerized criminal history is a logical part of these systems, and has a high priority in most states.

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Question:

If the Bureau were to participate in Project SEARCH, would there be an unrealistic demand that the Bureau spend a large amount of money to quickly implement a computerized criminal history file?

Answer:

This cannot be foretold, however, we would strongly resist such a demand. The development of a total national criminal history file should be controlled and done in phases, which would also control the amount of money spent.

Question:

Will the computerized criminal history record include fingerprint classification?

Answer:

The fingerprint classification as used in the NCIC system, although a general pattern type, will be included in the criminal history record. This is not a unique identification of a person but it does help to eliminate questioned persons.

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Question:

Will it take many years before all active criminal histories are stored in the computer?

Answer:

Based on NCIC experience we can expect within five years with participation by state agencies the vast majority of requests for criminal history information will be satisfied by the computer record. Based on our NCIC experience we can expect participation by all states.

Question:

What do you mean by converting for computer storage only the active criminal identification record?

Answer:

The FBI and state identification agencies would only convert for computer storage those criminal histories which are actively being handled. In other words, there would be no effort to go back through old files to convert these criminal histories to a computer record. The reason for this is that many of them are dead, many are no longer active in the criminal world because of age or other reasons, and it would be useless to spend the money to convert this type of record. Uniform Crime Reports and our Careers in Crime statistics show that the average age of the repeating adult offender is 32 years. After this age there is a substantial decline in criminal activity with increasing age.

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Question:

If a fictitious name is used, will the computer reply "No Record" even though there is a record on the person using the fictitious name?

Answer:

This is true. The computer can only respond to the records it has stored in its system based on the inquiry that is made. If a fictitious name is used, it would respond "No Record." However, fictitious names are a very small part of the arrest volume. The majority of persons arrested furnish true names. The Identification Division identifies from a name search 93% of all criminal prints where a prior record exists (this represents 70% of the total volume of criminal fingerprint receipts). Because of the utilization of aliases not in the computer or names substantially different than the one by which the original entry in the computer was stored, it would always be necessary for police agencies to submit fingerprint cards and have technical searches made when the computer replied with a "No Record."

Question:

Will Project SEARCH contain any hidden costs for FBI not reimbursed under the estimated \$162,000 for computer programming and related processing?

ANSWER:

No, none are anticipated. So long as it is restricted to the approximate 100,000 criminal records to be converted by the 10 states. Our additional work involved in coding and entering persons arrested on Federal charges and work involved in assigning FBI numbers to all first criminal arrests (instead of awaiting the second arrest as now) will be deferred until results of Project SEARCH have been analyzed and evaluated.

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Question:

What problems would be inherent in Project SEARCH and the follow-up system by which FBI might be criticized in dissemination of Ident record not supported by fingerprints in our files at the time of the dissemination?

Answer:

Project SEARCH itself is strictly a trial and error experiment and disseminated Ident records would not be used in courts or otherwise except for testing purposes and trading of information among the 10 participating states and the Bureau.

The problems inherent in the follow-up system are (1) arrest of a subject who is already in the computer by a non-participating state and consequently no entry for the additional arrest in the Ident record in the computer. If such subject out on bond on that arrest and is later arrested by a participating state we would not have the information on which to include the intermediate arrest in the disseminated record. We can correct this in a permanent program by converting into the computer record all arrests in non-participating states (if any) as fingerprint cards are received in Identification Division. Second problem is failure to record an arrest by a participating state with same result as in the situation cited above. To avoid this type problem we would devise a monitoring system to detect the omission upon receipt of the fingerprint card by Ident Division (this would be worked out by placing primary burden on states to avoid substantial workload increase in Ident Division).

Third problem--individual deliberately using someone else's name and birthdate or coincidental same name and birthdate resulting in dissemination of wrong Ident record. This problem cannot be prevented at the national level without always operating a completely dual system of fingerprint (technical searches) checks on all arrests. Other similar problems could be visualized at this time. But for each such problem there is an answer which involves establishing a control, either through use of the computer or manual interaction with the computer. We have had similar problems in our manual systems, each of which has been resolved as it has been identified.

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Question:

With the potential problems cited, why should FBI go forward now in participation of Project SEARCH?

Answer:

We simply do not know the answers to many of the questions raised herein or others that may be raised. The purpose of Project SEARCH, at no cost to the FBI, is to obtain answers to these questions and allow us to experiment with programming techniques and evaluate the test data in order to arrive at more positive answers and conclusions. It may well be that from the results achieved there may be demonstrated a need for an entirely different approach to the ultimate goal of computerization of the rap sheet. It is our view advantages exceed disadvantages.

Question:

What are the savings to the FBI in the complete computerization of active criminal histories?

Answer:

So long as we have to continue to operate a completely duplicate system of both manual fingerprint searches and computerized name searches, added costs will of course exceed savings. We have every reason to believe a gradual reduction in the work load of the Identification Division will result by education of law enforcement and other segments of the criminal justice system to reliance on the computer generated identification record and, thus, curtailment of submission of fingerprint cards on both criminal and applicant-type submissions. It cannot be determined now whether such savings will be less or greater than our ultimate estimated cost of \$3.5 million annually.

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Question:

How will this system reduce work load involved in the majority of our daily fingerprint receipts--civil and miscellaneous applicant fingerprint cards?

Answer:

We will have to educate agencies submitting these to make the name checks through their state agencies into our computer rather than submission of the fingerprint card. Because of convenience and speed in computer name check, agencies should be willing to generally adopt this procedure. We already have agreements with the military and Immigration and Naturalization Service on limiting such checks to name searches and have recently advised fingerprint contributors that many such submissions will be limited to a name search.

Question:

In a complete computerized criminal history system, would fingerprint cards continue to be submitted to the FBI Identification Division?

Answer:

In the beginning or development stage of a computerized criminal history system, all charges on the computer record would be supported by a fingerprint card in our Identification Division. Eventually, fingerprint cards would be submitted by the state agency only on first arrests. As a result, the majority of entries for arrests on the identification record stored in the computer and disseminated would not be supported by fingerprint cards filed in the Identification Division. The computer record, however, would contain the identity of the arresting police agency and the state identification record number as to where the fingerprint card is held. As in NCIC, the state would be held responsible for this entry in the record.

The Director

January 26, 1970

The Executives Conference

CAREERS IN CRIME PROGRAM

The Executives Conference was held on January 22, 1970, and present were Mr. Tolson and Messrs. Mohr, Callahan, Bishop, Casper, Felt, Conrad, Gale, Sullivan, Beaver, Tavel, Soyars, Walters and Daunt.

It was proposed that the FBI's Careers in Crime Program adopt the new NCIC Working Group standards for converting the criminal identification record to computer form. The Careers in Crime Program has since 1963 converted the criminal identification record of Federal offenders to computer form for statistical use. In this program copies of the criminal identification record on Federal offenders are sent to the Uniform Crime Reporting Section, Crime Records Division, from the Identification Division. The Uniform Crime Reporting Section codes the information on the criminal identification record and forwards the material to the Administrative Division, where it is key punched and placed on magnetic tape. The codes, or symbols used to describe the information on the criminal identification record in the current program, while adequate for statistics, are incomplete and inadequate for use as a day-to-day computer printout of a criminal identification record (rap sheet). By adopting the NCIC Working Group standards (approved by the Director) on all 1970 Federal offender records, the rap sheets being converted would not only be of use statistically but, eventually, as a day-to-day operational record printed out by the computer. Costs to effect this change are estimated at \$60,000 during the first calendar year. These funds are available, with \$30,000 to be spent in Fiscal 1970 and \$30,000 in the first half of Fiscal 1971.

Mr. Walters observed that it is now premature to authorize the estimated \$60,000 annual expenditure for a new system of computerizing the identification record for (1) statistical purposes, and (2) the beginning of an operational system. Insofar as statistical value is concerned, we would abandon further updating of entries in the Careers in Crime Program (some 250,000 persons on whom information regarding recidivism, etc., has been gathered) and start building a new statistical base from which to draw conclusions--it would be several years before a similar large statistical base would be built

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|-----------------|------------------|------------------|
| 1 - Mr. Tolson | 1 - Mr. Casper | 1 - Mr. Rosen |
| 1 - Mr. DeLoach | 1 - Mr. Callahan | 1 - Mr. Sullivan |
| 1 - Mr. Mohr | 1 - Mr. Conrad | 1 - Mr. Tavel |
| 1 - Mr. Walters | 1 - Mr. Felt | 1 - Mr. Soyars |
| 1 - Mr. Bishop | 1 - Mr. Gale | 1 - Mr. Daunt |

REC-95

66-2554-12917
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HEREIN IS UNCLASSIFIED
DATE 2/26/02 BY SP5/CL/AG

JJD:jtm (17)

Executives Conference Memorandum
Re: Careers in Crime Program

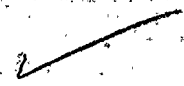
and the only added statistical data described in the new program were physical description types of items. Insufficient in-depth detailed study has been made of the various ways and means to approach the overall problem of computerization of the rap sheet for operational use and exchange with state and local law enforcement agencies and other fingerprint contributors. We do not know the ultimate costs of approaches that can be made nor do we know law enforcement's real needs for immediate transmission of rap sheet information over communications lines rather than by mail. We will be in a better position to evaluate our overall needs and a proper beginning after the results of a similar demonstration project now underway by 10 states are known and after we have completed a full systems study of all aspects of computerization of identification processes.

With respect to Mr. Walters' observations, it was pointed out that it was not premature to utilize the standards (which have been approved) for conversion of the rap sheets in the Careers in Crime Program. A number of states have gone ahead with the conversion for their own use and the FBI would merely be applying the standards to an on-going program. The statistics available in the Career s in Crime Program could be used for several years without any further updating. The current proposal merely calls for the conversion of the present data on rap sheets to a standardized form. It does not commit us to any procedures in the eventual computer exchange of rap sheet information at a future time. By engaging in the current proposal we will be in a better position to determine ultimate procedures and costs.

The majority of the Conference consisting of Messrs. Mohr, Callahan, Bishop, Casper, Felt, Conrad, Gale, Sullivan, Beaver, Tavel and Seyars voted in the affirmative that the NCIC Working Group standards be adopted in the Careers in Crime Program beginning with 1970 Federal offenders, provided that where the standardized term to be used for a charge differs from that actually appearing on the rap sheet then both charges would appear on the computer records. Mr. DeLoach was absent from the Conference due to the Yablonski case, but advised that he supports the majority's view.

Mr. Tolson and Mr. Walters were opposed at this time.

Respectfully,
For the Conference


Clyde Tolson

J. Share Minority

View

DL

Mr. Tolson

February 12, 1970

The Executives Conference

STOP INDEX

NATIONAL CRIME INFORMATION CENTER (NCIC)

The Executives Conference, presided over by Mr. Tolson, and consisting of Messrs. DeLoach, Mohr, Bishop, Callahan, Casper, Conrad, Felt, Gale, Rosen, Sullivan, Tavel, Walters, Beaver and Soyars, met in your office today. Mr. Bishop proposed the establishment of a Stop Index in the National Crime Information Center (NCIC) computer which would take advantage of the surveillance capability of the NCIC, to which over 10 million inquiries were directed in 1969 concerning persons arrested locally, suspicious persons and vehicles observed in police operations. These observations of persons and things can provide valuable intelligence information to the FBI and save a considerable amount of investigative time.

The investigative divisions of the Bureau are interested in locating suspects for interview, such as Selective Service delinquents, etc., but on whom no warrant is outstanding; in any police contacts with Soviet Bloc cars and personnel; in any police contacts with, or movement of, agitators; in police contacts with Cosa Nostra members; and in the movements of criminal suspects such as bank burglars, sex perverts, etc. The identity of such individuals or the license numbers of the cars used by them can be entered into the NCIC computer. Should an inquiry be made by a police agency anywhere in the country with respect to these records, the NCIC computer would advise the inquiring police agency "no warrant," "no want outstanding" or "no stolen record." At the same time, the computer would advise a monitor terminal located in the NCIC control room that an inquiry was received, identifying the police agency, the time and the information used to make the inquiry. This information would be furnished to the appropriate investigative division which, in turn, would advise the field to follow up with the inquiring agency as to the nature of the inquiry and whether the subject is in custody. Each of the investigative divisions would establish the criteria for entering a record into the Stop Index and all entries of Stop Index records in the NCIC would be done through the NCIC control room for control purposes, with no entries being made directly by the field offices.

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FILE PROCESSED FOR RELEASE
IN CIVIL DISCOVERY

DATE 2/26/02
BY SP5CJA/AA

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| Mr. Tolson | 1 - Mr. Casper | 1 - Mr. Beaver |
| Mr. DeLoach | 1 - Mr. Gale | 1 - Mr. Daunt |
| 1 - Mr. Mohr | 1 - Mr. Rosen | 1 - Mr. Bishop |
| 1 - Mr. Callahan | 1 - Mr. Sullivan | |

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Memo for Mr. Tolson

RE: Stop Index

National Crime Information Center (NCIC)

In order to program (instruct) the NCIC computer to handle such a Stop Index for the FBI, it would cost approximately \$1320 of employee time. Computer storage is available and would not be extensive since it is estimated by the investigative divisions that the Stop Index file would not exceed 10,000 entries during the first year.

It was the unanimous opinion of the Conference that the above-proposed Stop Index in the NCIC should be established.

RECOMMENDED ACTION:

That the Domestic Intelligence, Special Investigative, General Investigative, Administrative and Crime Records Divisions work out the necessary details to place the Stop Index into effect, with criteria and procedures for implementing the program to be sent through for approval.

OK
P

418085

The Director

February 12, 1970

The Executives Conference

**SPECIAL HANDLING OF FOREIGN POLICE
COOPERATION (FPC) MATTERS BY LEGAT, PARIS**

FRANCE

The Executives Conference on February 12, 1970, consisting of Messrs. Tolson, DeLoach, Mohr, Bishop, Callahan, Casper, Conrad, Felt, Gale, Rosen, Sizoo for Sullivan, Tavel, Walters, Beaver, and Soyars, considered the suggestion of Legat, Paris, that he be permitted to correspond directly with persons in the United States, using Embassy stationery and the title of Legal Attache, in certain FPC matters.

Mr. Sizoo explained that the French police are prohibited from corresponding with individuals outside France and, therefore, frequently ask our Legat to arrange for a United States resident to be contacted and told that his property has been located, to secure his permission to dispose of an abandoned car, to inquire regarding his passing an insufficient funds check, or to secure the details of a theft or other incident occurring in France. At present, a case is opened in Paris, is handled at the Seat of Government (SOG), and again in the field, and Agent time is used in securing the desired data. Mr. Sizoo noted that under Legat's proposal, there would be no possibility of embarrassment to the Bureau as the Legat would be writing as an Embassy official and both field and SOG handling of the matter would be eliminated. Control would be maintained at SOG as copies of all correspondence would be furnished Bureau and reviewed to insure that there was no abuse. He pointed out that we must accept these requests as a matter of reciprocity.

Mr. Tolson and the majority of the Conference felt that there was a danger that this matter might get out of control. No question was raised regarding the propriety of the Bureau assisting in these cases but the majority of the Conference felt that despite the additional clerical and Agent handling of these cases, both in the field and at Headquarters, it was preferable that these matters be cleared through the Bureau. The minority, consisting of Messrs. DeLoach, Bishop, Gale, Rosen, and Sizoo were in favor of adopting the Paris suggestion while the remainder joined in Mr. Tolson's views.

- 1 - Mr. DeLoach
- 1 - Mr. Mohr
- 1 - Mr. Beaver
- 1 - Mr. Sullivan

ACTION CONTINUED OVER

FEB 24 1970

51-1162-1070
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Executives Conference Memorandum
Re: Special Handling of Foreign Police
Cooperation (FPC) Matters by Legat, Paris

ACTION:

We will, of course, follow the Director's decision
in handling of these cases.

Respectfully,
For the Conference

✓
Clyde Tolson

*I share view of
Majority*
HT

UNITED STATES GOVERNMENT

Memorandum

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|------------|-------------------------------------|
| Tolson | <input checked="" type="checkbox"/> |
| DeLoach | <input checked="" type="checkbox"/> |
| Walters | <input checked="" type="checkbox"/> |
| Mohr | <input checked="" type="checkbox"/> |
| Bishop | <input checked="" type="checkbox"/> |
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| Tele. Room | <input type="checkbox"/> |
| Holmes | <input type="checkbox"/> |
| Gandy | <input type="checkbox"/> |

RRB

TO : MR. TOLSON *h*

DATE: 2/20/70

FROM : R. R. BEAVER

SUBJECT: *Executive*
THE EXECUTIVES CONFERENCE

Walters
Conrad
Jenkins
Mohr
Bishop
Callahan

Dale
Shay

In attendance at the conference today were Messrs. Tolson, De Loach, Mohr, Bishop, Casper, Callahan, Conrad, Felt, Gale, Rosen, Sullivan, Tavel, Walters, Soyars and Beaver.

Mr. Tolson instructed the conference that the Director is to be advised in advance of any proposed contacts with LEAA personnel, or of any invitations from LEAA for conferences to discuss any matter whatsoever.

RRB:DSS

OK
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CRIME RESEARCH

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MR. TOLSON

2-12-70

THE EXECUTIVES CONFERENCE

PROPOSED TELEPHONE ANSWERING DEVICE -
KINGSTON, NEW YORK, RESIDENT AGENCY

WST
The Executives' Conference of 2-12-70, consisting of Messrs. Tolson, DeLoach, Mohr, Bishop, Casper, Callahan, Conrad, Felt, Gale, Rosen, Sizoo for Sullivan, Tavel, Walters, Soyars and Beaver, considered a request by the New York Office to install in the Kingston Resident Agency a device on which a message can be recorded during hours when the resident agents are not in the office. This message is played for anyone calling on the telephone requesting them to leave any message they desire as well as their name and number so they can be contacted on the agent's return.

It was pointed out that the New York Office feels that the current emphasis on applicant recruiting has pointed up a perennial problem of maintaining communication with persons attempting to contact resident agencies at times when the agents are out of the office. It was pointed out that an additional agent had been assigned to the Kingston Resident Agency specifically for the purpose of applicant recruitment; that he spends most of his time out of the office contacting high schools, guidance counselors, and other sources of applicants; that literature he leaves at the various sources requests that the prospective applicants call the resident agency but since the agents are out of the office for almost all of the working day prospective applicants calling get no answer and, as a result, a number of potential applicants can be lost. It was also pointed out that members of the general public, police officers, and even the field office has difficulty in contacting the resident agents when they are out covering leads and are not in the office.

The device which New York proposes to install is called a Code-a-phone. The model which it is felt would be most suitable costs \$760. Installation is \$20 plus \$3.50 a month for rental of necessary equipment to connect it to the telephone line. This allows up to a three-minute message to be recorded by the

1-Mr. Beaver
1-Mr. Casper

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Executives Conference Memorandum

**Re: Proposed Telephone Answering Device -
Kingston, New York, Resident Agency**

agent as he leaves the office and this message can be changed as frequently as he likes. It permits up to two hours of recording time during his absence for persons desiring to leave messages. This could also be useful in situations where all agents are out of the office and one of the resident agents wishes to leave information for one of the other agents upon his return. It was pointed out that any recorded message could include a statement that if the matter was of an emergency nature the caller should contact the office in New York City. The device would not only be useful during working hours when agents are absent from the resident agency but also at night and on weekends.

It was felt that this device might be of considerable benefit in other resident agencies also but that prior to considering installation elsewhere, we should have the Kingston Resident Agency conduct a detailed study for 60 days as to the precise benefits derived from its use with statistics as to the number of calls received during the agents' absence, etc. Unless the benefits derived fully justified its cost, it would not be considered for installation in other resident agencies. On this basis, the Conference unanimously felt that it should be installed in the Kingston Resident Agency as proposed.

RECOMMENDATION:

That New York be permitted to install the above-described Code-a-phone in the Kingston Resident Agency with a 60-day study to be conducted and detailed results submitted to the Bureau.

V. OK
LA

Mr. Tolson

February 20, 1970

The Executives Conference

**SUPERVISORY TRAINING SEAT OF GOVERNMENT
CLERICAL SUPERVISORY PERSONNEL**

9/5/71

The Executives Conference consisting of Messrs. Tolson, DeLoach, Mohr, Bishop, Callahan, Casper, Conrad, Felt, Gale, Rosen, Sullivan, Tavel, Walters, Beaver and Soyars considered a presentation by Casper in which it was recommended that supervisory training be provided to Seat of Government clerical personnel.

Mr. Casper recommended that clerical supervisors at the Seat of Government be given a 40-hour course in supervisory training commencing with supervisors in the Identification Division (approximately 214 supervisors). He recommended that the basic 40-hour course be followed within a year by a shorter advanced course which would serve as a refresher and as a reinforcement of the supervisory concepts. He said the principal purpose was to cut down on Seat of Government employee turnover.

It was explained that in accordance with instructions from Mr. Mohr to Messrs. Felt and Casper that they study an analysis of Seat of Government employee turnover with the thought in mind of making appropriate recommendations for solutions to the problem. Of all the concepts considered, they seemed to resolve themselves in the final analysis for the need of supervisory training since our supervisors are the direct connection between the employees and management and they must accept the role the supervisor plays in the retention of our personnel.

The Training Division staff has been affording executive, management, and first-line supervisory training to local police agencies, and we have developed expertise in these areas. We have instructors who have attended management programs and who have years of training experience in this area. The Planning and Research Unit of the Training Division will take this expertise and tailor it to the needs of our clerical supervisors and will then furnish the instructors for this course.

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DATE 2/26/02 BY SP5/DCX/110

REC-58 66-2554-12922

Enclosure

- 1 - Mr. Tolson
- 1 - Mr. Beaver
- 1 - Mr. Casper
- 1 - Mr. Felt
- 1 - Mr. Walters

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Executives Conference Memorandum
Re: Supervisory Training Seat of Government
Clerical Supervisory Personnel

Among the divisions having the greatest problem of turnover is the Identification Division. It was felt that the program should be started on a trial basis in the Identification Division, with the instructors spending a minimum of two days in the division where the training is to be given in order to give them a deep insight into the problems and conditions facing the supervisors and so he can make the instruction as meaningful as possible.

Management is a complex process, and the manager needs a high degree of flexibility to provide proper leadership to a diverse group of employees. There is a job to do, and management, working through its supervisors, must get the job done utilizing the firm but fair management techniques repeatedly endorsed by the Director. Our supervisors work with people, and they must have an understanding of the needs, desires and expectations of both management and the people they supervise. It is believed that our program will add a broader dimension to the supervisor's techniques and procedures. A suggested curriculum is attached.

The scheduling of the course and classes will be worked out with the Assistant Director of the Identification Division.

It was the unanimous view of the Executives Conference that this clerical supervisors course be tried in the Identification Division.

It is worth a trial
2-20

yes
H

The Director

February 20, 1970

The Executives Conference

POLICE TRAINING
STATE OF CALIFORNIA
"TEAR GAS ACT OF 1969"

At the Executives Conference, attended by Messrs. Tolson, Mohr, DeLoach, Bishop, Callahan, Conrad, Felt, Gale, Rosen, Sullivan, Tavel, Walters, Beaver, Soyars and Casper, Casper discussed the matter of training police in California in the effective use of gas and the holding of a meeting in the San Francisco Division of eight Firearms Instructors (two from each Division in California) to establish a uniform curriculum.

In August, 1969, California enacted the "Tear Gas Act of 1969" which pertains to nonlethal chemical agents and restricts the purchase, possession and transportation of these weapons. One provision provides that any peace officer after 1/1/71 in California may purchase, possess or transport chemical agents only after he has satisfactorily completed a course of instruction approved by the California Commission on Peace Officer Standards and Training (hereinafter called the Commission). The Commission has proposed an eight-hour course of training indicating that the FBI is one of the sources of such training approved by the Commission and that the FBI instructors are qualified to properly give this type of training.

The eight-hour course includes four hours of classroom instruction and four hours of practical field demonstration. The course pertains to the history and types of nonlethal chemical agents, legal and moral aspects of their use, medical findings regarding their effect, laws regarding possession and use, and policy of local jurisdictions, types of chemical agents (such as tear gas, grenades, projectiles, dispensers and chemical sprays), their purpose and effectiveness, technical employment of such aids, use of protective masks, and first aid for people gassed. The field demonstration will involve the display and use of the weapons and tactical deployment of personnel, use of gas masks, etc.

1 - Mr. Tolson
1 - Mr. Beaver
1 - Mr. Casper
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EX. - 106

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MAR 18 1970

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**Memo from The Executive Conference to the Director
Re: Police Training, State of California, "Tear Gas Act of 1969"**

For years FBI Firearms Experts have been instructing local law enforcement in the use of tear gas and other raid equipment as well as techniques employed in such usages in firearms schools, lectures on techniques and mechanics of arrest, raid techniques and equipment, and mob and riot control. Our instructors have never endorsed any type of tear gas or raid equipment; however, they do point out the different types available and how each may be safely and effectively utilized.

SAC, San Francisco, has proposed that qualified instructors from each of the four California offices meet at a range in the San Francisco Division for the purposes of developing a uniform training format for our instructors in that state. He has stated that an area representative of one manufacturer of tear gas equipment has offered to display and demonstrate their equipment for the benefit of our instructors. Training Division feels that all manufacturers of this equipment should be invited to display and demonstrate their equipment and that instructors be certain that such matters as policy and usage of this equipment will be discussed by command personnel of sponsoring agencies.

Mr. Tolson stated he was opposed and particularly opposed to the FBI Agents training police in the use of such chemical sprays as the Mace when the FBI does not use them. Here it is to be noted that the FBI does not use any chemical sprays containing tear gas. We have, however, for years used tear gas in the form of canisters or projectiles for raids, such as in the apprehension of a dangerous fugitive who has holed up in a hide-out.

The following reasons are set forth for the FBI's participating in this phase of police training:

1. The FBI has an obligation under the monies we receive from the Omnibus Crime Control Bill to provide police training in areas in which we have expertise. Mr. Mohr pointed out that we recently objected to the Department the proposal by the Law Enforcement Assistance Administration (LEAA) to an amendment they proposed to the Omnibus Crime Bill which would permit LEAA to give this type of training; that the Department went along with our recommendation and deleted this from LEAA's proposal.
2. Under our instructions to provide mob and riot control to local police this has been an important phase of that training.
3. The extending of training with respect to any law enforcement procedure or equipment by FBI personnel does not constitute an endorsement of that procedure or equipment, as exemplified in the case of a law enforcement officer who carries and utilizes in training a .32 caliber revolver. Bureau personnel may not use a weapon of this caliber; however, our instructor will teach that police officer how to safely and effectively use the weapon he is authorized to carry.

Memo from The Executives Conference to the Director
Re: Police Training
State of California
"Tear Gas Act of 1969"

The FBI plays an integral part in the police training program operated under the supervision of the Commission in California. As indicated, we are only one of the agencies approved by the Commission to give this type of instruction, and undoubtedly this instruction will be incorporated in training schools in which we have been requested to handle other topics. Messrs. DeLoach and Sullivan voiced strong endorsement for the FBI's participation in this program, when requested.

All members of the Conference, except Mr. Tolson, voted in favor of the FBI's participation in the training program and permitting SAC Bates to hold the two-day conference of the eight FBI instructors from the California offices to arrive at a uniform curriculum whenever we are called upon to give this training in the state.

Mr. Tolson stated that he was opposed, and particularly to that aspect dealing with FBI providing instruction to local police in the use of tear gas spray dispensers.

Based upon the Director's desire in this matter, appropriate action will be taken.

Respectfully,
For the Conference

Clyde Tolson

*I share Tolson's
view as to Mace &
any other gas which
may cause permanent
physical damage. I have
no objection to training
program suggested provided
it is within limitations.
I have indicated*

H

Mr. Mohr

March 10, 1970

J. J. Casper

REPORT WRITING - UNLAWFUL FLIGHT TO AVOID PROSECUTION, CUSTODY, CONFINEMENT OR GIVING TESTIMONY; PAROLE, CONDITIONAL RELEASE, OR PROBATION VIOLATORS; DESERTERS; AND ASCERTAINING FINANCIAL ABILITY CASES - SUGGESTION MATTER 500-90

SYNOPSIS

Following consideration by Executives Conference of 2/12/69, of a suggestion by SA Joseph L. Kissiah (now retired), it was approved that, for a trial period of one year, submission of reports would be discontinued in the types of cases captioned above with the exception of those cases of interest to the press, Congressional sources, or involving prominent or notorious people or, in the case of Ascertaining Financial Ability (AFA), those cases which originate in the Department of Justice. Bureau would be advised by brief letter of receipt of AFA cases in the field. Field so instructed by SAC Letter 69-12 (A), dated 2/17/69. These procedures were subsequently modified in SAC Letter 69-40 (C), dated 7/29/69, to require succinct summary reports for field use should be prepared when fugitive cases were six months old and each six months thereafter. SACs and/or field supervisors could require reports when needed for administration of cases or to provide training in reporting procedures. For uniformity in AFA matters, brief reports of investigation were to be prepared for the benefit of the U. S. Attorney but not furnished to the Bureau unless the case originated in the Department of Justice. It was no longer necessary to separately advise the Bureau of each new AFA case received in the field. Field was also instructed that only original and one indexing copy need be prepared of inserts and FD-302s (Form for Reporting Information that May Become Testimony) with any needed additional copies to be mechanically reproduced; however, this instruction was superseded by letter to Albany and all offices dated 2/16/70, instructing that no office should use the one or no carbon system without specific Bureau authority.

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~~NOT RECORDED~~

26 MAR 17 1970

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- 1 - 66-2554
- 1 - Mrs. Buchanan, Room 5302
- 1 - Mr. Felt
- 1 - Mr. Gale
- 1 - Mr. Rosen
- JER:cak
- (7)

54 APR 23 1970

ALL INFORMATION CONTAINED
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DATE 12/22/82 BY SP5/DCL/AB

Memorandum J. J. Casper to Mr. Mohr

Re: Report Writing - Unlawful Flight to Avoid
Prosecution, Custody, Confinement or
Giving Testimony; Parole, Conditional Release,
or Probation Violators; Deserters; and
Ascertaining Financial Ability Cases - Suggestion
Matter 500-69

Results of survey of field offices during inspections and comments of General Investigative, Special Investigative, Inspection and Training Divisions disclose the trial procedure, as modified by SAC Letter 69-40, has been beneficial and reduced stenographic and dictation time freeing Agents for investigative work; however, no tangible monetary savings could be estimated. It was noted case load in pending investigative matters increased almost 13,000 cases during trial period whereafter the increase in clerical personnel during same period was only 30. Consensus was that modified reporting rules should be adopted permanently. This substantially implements suggestion of former SA Kissiah; however, since he has retired, no further recognition is being afforded him in line with established Bureau policy.

RECOMMENDATIONS: (1) That modified reporting procedures in effect for the trial period be adopted on a permanent basis.

(2) That no additional recognition be afforded SA Kissiah who has since retired. Receipt of the suggestion was acknowledged previously.

(3) On approval necessary manual changes will be made.

Memorandum J. J. Casper to Mr. Mohr
Re: Report Writing - Unlawful Flight to Avoid
Prosecution, Custody, Confinement or
Giving Testimony; Parole, Conditional Release,
or Probation Violators; Deserters; and
Ascertaining Financial Ability Cases - Suggestion
Matter 500-69

DETAILS

As a result of a suggestion submitted by then SA Joseph L. Kissiah (now retired) of the Kansas City Office, the Executives Conference of 2/12/69, considered the discontinuance of ^{investigative} reports in Unlawful Flight categories of cases. The Director approved the recommendation of Mr. Tolson that, for a trial period of one year, investigative reports would be discontinued in the types of cases captioned above with the exception of those cases of interest to the press, Congressional sources, or involving prominent or notorious people or, in the case of Ascertaining Financial Ability (AFA), those cases which originate in the Department of Justice. In addition, the Bureau would be advised by brief letter of the receipt of AFA cases in the field. The field was instructed to do this by means of SAC Letter 69-12 (A), dated 2/17/69, entitled in the same manner as the caption of this memorandum.

Subsequently, based on experience and analyses by the Inspection Staff, the field was advised by SAC Letter 69-40 (C), dated 7/29/69, and again using the same caption, that certain modifications were to be made in the instructions concerning the discontinuance of reports during the year's trial. The modifications were designed to assist in the supervision and administration of fugitive cases and instructed that succinct summary reports for field use should be prepared when fugitive cases were six months old and at each six-months period thereafter. In addition, SACs and/or field supervisors could require an Agent to prepare a report when deemed advisable to properly administer a case, such as on reassignment, or to afford training in reporting procedures to new Agents. To achieve uniformity in AFA matters, brief reports of the results of all investigations were to be prepared for the benefit of the U. S. Attorney. Such reports would not, however, have to duplicate data already in the U. S. Attorney's files, nor would they have to be furnished to the Bureau except where the case

Memorandum J. J. Casper to Mr. Mohr
Re: Report Writing - Unlawful Flight to Avoid
Prosecution, Custody, Confinement or
Giving Testimony; Parole, Conditional Release,
or Probation Violators; Deserters; and
Ascertaining Financial Ability Cases - Suggestion
Matter 500-69

originated in the Department of Justice. The same SAC letter advised the field it would no longer be necessary to advise the Bureau separately of each new AFA case received in the field. Also, to reduce paper work, the field was instructed that whenever inserts or FD-302s were necessary, only the original and one (for indexing) copy need be prepared. Additional copies as needed would be reproduced on duplicating equipment.

OBSERVATIONS: The trial period is now over and the results have been evaluated.

General Investigative Division has advised the elimination of reports in AFA cases during the trial period and the modification that the Bureau need not be separately advised of the receipt of AFA cases in the field have caused no administrative problems at the Seat of Government (SOG) and should be continued on a permanent basis.

Special Investigative Division commented that the report - writing rules for the five fugitive categories in question, as enunciated in SAC Letter 69-12 and modified by SAC Letter 69-40, have materially decreased the amount of correspondence previously necessary in these cases and thereby have doubtless resulted in considerable savings. Since reports are now submitted less frequently there has, of course, been less supervisory control both in the field and at the SOG but this disadvantage would appear to be outweighed by the saving in investigative and ^{steno-}graphic time. The division recommended adoption on a permanent basis.

Inspection Division stated it had examined the procedures during the trial period and had, in fact, recommended the modifications approved and set forth in SAC Letter 69-40. It had found all offices favor the practice

Memorandum J. J. Casper to Mr. Mohr
Re: Report Writing - Unlawful Flight to Avoid
Prosecution, Custody, Confinement or
Giving Testimony; Parole, Conditional Release,
or Probation Violators; Deserters; and
Ascertaining Financial Ability Cases - Suggestion
Matter 500-69

although supervision had become somewhat more difficult. This possible objection is offset, however, by the fact that supervisors may require reports at any time in the more complicated cases. There is no question but that the procedures on trial saved substantial time but none of the offices inspected had been able to show any specific measurable monetary savings. Inspection Division felt the advantages far outweigh the disadvantages and recommend the procedures in effect during the trial be adopted permanently.

Training Division has examined comments made by 40 offices during the trial in response to inquiries made by the Inspectors. The consensus was that the procedures in question were helpful and caused a substantial decrease in stenographic and dictation time and, consequently, allowed Agents to devote more time to investigative duties. Some supervisory problems had been noted prior to issuance of the second SAC Letter (69-40) but these were greatly alleviated by the requirement for six-month reports. While the general consensus was also that substantial time had been saved, the field was unable to point to any tangible monetary savings or reductions in personnel as a result of the trial. It is noted, however, that the case load in the field as of 1/31/69, just prior to the beginning of the trial, totalled 182,066 pending investigative matters and this had increased to 194,940 by the end of January, 1970, with a high point of 201,891 pending investigative matters at the end of October, 1969. The number of clerical employees in the field stood at 3912 as of 1/31/69 whereas it was 3942 on 1/31/70. This represented a net increase of only 30 clerical people although the case load was almost 13,000 pending investigative matters greater. Training Division, therefore, favors continuance of the trial report-writing procedures on a permanent basis. It is noted, however, that the instructions concerning the preparation of only the original and one indexing copy of inserts and FD-302s, as set out in SAC Letter 69-40, have been superseded by instructions in a letter to SAC, Albany, and all offices dated 2/16/70, entitled, "Reproduction Survey."

Memorandum J. J. Casper to Mr. Mohr

Re: Reprint Writing - Unlawful Flight to Avoid
Prosecution, Custody, Confinement or
Giving Testimony; Parole, Conditional Release,
or Probation Violators; Deserters; and
Ascertaining Financial Ability Cases - Suggestion
Matter 500-69

As a result of a survey conducted by the Administrative Division, the field was instructed that no office should institute the one or no carbon system in the preparation of correspondence without specific Bureau authorization.

CONCLUSION: Since it is the opinion of all concerned that the modified report - writing procedures in effect at the end of the trial period should be adopted permanently, this action substantially implements the suggestion of SA Kissiah although it has not been possible to estimate any tangible saving as a result of the idea. It is further noted that SA Kissiah has retired from Bureau service; therefore, in line with our established policy, no further action is being taken with respect to any additional recognition for him.

THE DIRECTOR

March 12, 1970

THE EXECUTIVES CONFERENCE

DISTINCTIVE PIN OR EMBLEM TO BE WORN BY
SPECIAL AGENTS UNDER CERTAIN CIRCUMSTANCES

The Executives Conference of 3-12-70 consisting of Messrs. Tolson, Mohr, DeLoach, Bishop, Walsh for Callahan, Jenkins for Casper, Conrad, Felt, Gale, Rosen, Sizoo for Sullivan, Tavel, Walters, Beaver and Soyars considered the matter of whether Agents should wear a distinctive button or insignia while on surveillance, on special assignment, on general assignment, in the office or at a social function so that Agents can be distinguished from non-Agents.

*To Be Worn by
Special Agents*

It was pointed out that Secret Service has lapel-type pins of tri-color motif which they switch every six months. These are used only by the Presidential Protection Group which also issues a circular lapel pin to those who assist them on their presidential protection assignments. The Bureau has in stock 20 distinctive gold lapel pins of which seven are charged out to Agents assigned to Liaison Section. These pins were devised and stocked in 1958 after a function of the Department of Defense had been attended by the Director, Agents from Liaison Section, Department of Defense representatives and the like so that at future functions our Liaison Agents could be distinguished from non-Agents.

Consideration of use of the pin on surveillance was dropped after Mr. Mohr pointed out the disadvantages from the security standpoint; that years of experience has not indicated any need for this to which Mr. Tolson agreed, as did everyone in attendance.

EX-110

REC-19

66-2554-12924

As to use of the pin to distinguish Agents in the office, Mr. Mohr pointed out that Agents now have credential card, badge, and an identification tag which can be worn on chain around the neck. All field offices have reception desks and no one is permitted access to Bureau space without proper identification.

Mr. Tavel mentioned that such an emblem used at the office would not identify the Agent by name and would not be suitable for the purpose of admitting an Agent to office space or other space restricted to Bureau personnel. It was pointed out that when Agents are brought together in Bureau space for a conference this type of pin would not be necessary as the Agents would be known to each other and, in addition, they would have with them their Agent's badge or credential card for identification purposes. As for the use of such a pin for use while conducting investigations other than surveillances, the majority of the conference members felt that this would be improper since the general public would soon begin to realize

Enclosures

EWW:jlk (5) 1 - Mr. Beaver 1 - Mr. Casper

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62-11-58-96

ORIGINAL FILED IN

Executives Conference Memorandum

**Re: Distinctive Pin or Emblem to be Worn By
Special Agents Under Certain Circumstances**

that everyone wearing one of these distinctive pins was an Agent which under many circumstances would be most undesirable. Mr. DeLoach stated that the wearing of distinctive pins by Secret Service has made them the butt of jokes pointing out that at a recent function he attended with some newsmen the Secret Service people were the subject of adverse comment by the newspaper men because of their wearing of these pins. Mr. Rosen mentioned that Agents would be losing these pins if worn out on the street resulting in unauthorized individuals getting into possession of them and possibly using them to impersonate our Agents. In addition, there are many situations where Agents on investigative assignments would not want to be recognized or identified as Agents except by the persons they intended to interview.

As to the use of such a pin at a reception or other similar function where Agents and non-Agents would be in attendance, it was pointed out that this would make us look out of place and possibly the subjects of ridicule. Mr. Mohr stated he favors the continued use of the name tags such as are currently in use at the National Academy receptions and at other official functions of this type and that with our Special Agent badges, credentials, and employee identification badges we don't need anything else to identify us.

For ready reference there is attached one of the gold emblems in stock. This was fashioned from the center of a Bureau Service Award Key. If a lapel-type pin were approved for use by all Agents they would have to be placed on inventory and issued as we do with Agents' badges and the like. Even with a "tie-tac" fastener this would not prevent them from being lost on occasion. If approved for all Agents we would require 7350 pins at a cost roughly estimated at \$5.20 per pin for an over-all total cost of \$38,220.00. (In the absence of formal estimates this cost figure is based on current cost of our Service Award Keys.)

EXECUTIVES CONFERENCE ACTION:

The majority of the conference, consisting of Messrs. Mohr, DeLoach, Bishop, Walsh, Jenkins, Conrad, Gale, Rosen, Sizoo, Tavel, Walters and Soyars, were opposed to the use of the distinctive pin in all of the circumstances discussed above. Mr. Felt was in favor of the use of the distinctive pin at a reception or other function of that type where FBI Agents and non-Agents would be in attendance. The minority, consisting of Mr. Tolson and Mr. Beaver, favor the use of the distinctive-type pin by Special Agents for all situations discussed above except on surveillances, specifically favoring use on investigative assignments, at receptions and other functions of that type where both Agents and non-Agents would

(OVER)

Executives Conference Memorandum

**Re: Distinctive Pin or Emblem to be Worn By
Special Agents Under Certain Circumstances**

be in attendance and while Agents were in Bureau office space. However, Mr. Tolson suggested that before final decision was made concerning wearing of the distinctive pin by field Agents that the six largest offices be contacted for their recommendation in this regard.

Attached for approval is an airtel to the six largest field offices.

Respectfully,
For the Conference

Clyde Tolson

MR. TOLSON

April 2, 1970

The Executives Conference

ESTIMATED FINGERPRINT RESEARCH FUNDS
FOR INCLUSION IN FISCAL YEAR 1972 BUDGET

The Executives Conference consisting of Messrs. Tolson, DeLoach, Mohr, Beaver, Bishop, Callahan, Casper, Conrad, Gale, Miller (for Felt), Rosen, Soyars, Sullivan, Tavel and Walters met on April 2, 1970.

For consideration and approval by the Conference, Mr. Walters presented that portion of Identification Division's fiscal year (FY) 1972 budget estimate pertaining to costs of the continuing research effort in development of a fingerprint reading device and related automation. It was pointed out that the FY 1971 request now pending in the Congress contains \$795,000, the major part of which is to acquire a model of the scanner. The FY 1972 request is for \$450,000, or \$345,000 less than FY 1971. It is broken down as follows: and figures derived through consultation with National Bureau of Standards:

Reimbursement payments to National Bureau of Standards for personnel and computer time in work they are doing to create a matching and classification system (same as FY 1971) \$120,000

Minor modifications by the contractor to the scanner based on our validation of the performance of the scanner \$ 25,000

Design of a search and retrieval method to apply what is read by the scanner to computer storage and be able to recall it, using the matching and classification techniques developed by National Bureau of Standards. This will be a contractor effort either by the contractor who produced the scanner or some other outside contractor \$100,000

Acquisition of an automatic card feeding device to feed fingerprint cards into the scanner at a high rate of speed \$ 55,000

- 1 - Mr. Beaver
- 1 - Mr. Casper

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56 APR 17 1970
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REC 107
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APR 7 1970

Executives Conference Memorandum
Re: Estimated Fingerprint Research Funds
for Inclusion in Fiscal Year 1972 Budget

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|--|------------------|
| Continuation of engineering systems studies by outside contractors begun in FY 1971 to integrate product of the scanner with other computerized routine processes in Identification Division | \$150,000 |
| Total | <u>\$450,000</u> |

Mr. Walters also pointed out that in addition to these research costs, the FY 1972 budget estimate includes added personnel costs of \$200,000 and computer rental costs of \$200,000. The personnel costs are for an estimated 30 employees needed to work with the scanner by testing manually the data produced by the scanner in order to verify accuracy and pinpoint areas where improvements are called for. The computer rental costs are a continuation of FY 1971 partial year cost (\$45,000) for the use of a small general purpose computer to test out the matching and classifying system for computer storage (in effect, the substitution of a computer filing system for the present manual filing system by the Henry classification).

Without objection, the Conference unanimously recommended that these cost estimates be approved in connection with our FY 1972 budget request now in preparation for submission to Department. All of the data in this memorandum were derived as result of consultation with the representatives at the National Bureau of Standards and they concur that the estimates are valid and conservative.

MR. TOLSON

4-9-70

The Executives Conference

MEDICAL BENEFITS AFFORDED
EXECUTIVE PROTECTIVE SERVICE OFFICERS,
U. S. SECRET SERVICE

The Executives Conference of April 9, 1970, consisting of Messrs. Tolson, Mohr, Bishop, Jenkins (for Casper), Conrad, Donahoe (for DeLoach), Felt, Gale, Rosen, Sizoo (for Sullivan), Waikart (for Tavel), Walters, Beaver, Soyars, and Callahan, considered the advisability of attempting to get similar benefits for FBI personnel to those afforded members of the Executive Protective Service, the Metropolitan Police, and the United States Park Police, whereby they receive without charge medical treatment for any injury or disease, whether or not received in the line of duty.

It was pointed out to the Conference that the statutory authority for this benefit is contained in the D. C. Code, Title 4, Section 124, "Police surgeons- Qualifications-Duties." This section in spelling out the duties of the police surgeon states, "... Such police surgeons shall attend, without charge, all members of said police force and of the fire department of said District for any injury received or disease contracted (whether or not received or contracted in the performance of duty), ..." It was also pointed out that these benefits are not available to investigative personnel of any Federal agency, including Secret Service agents.

The conference was informed that to obtain this benefit for FBI employees it would be necessary for legislation to be proposed which would amend Title 5, Section 7901 of the U. S. Code under which the various Governmental agencies, including the FBI, now operate their health service programs, such as the health units in the Justice and Identification Buildings, and those in our divisional offices having same.

Legislative history on the providing of these benefits for the Police Department and other officers mentioned, was not readily available; however, it was pointed out that this legislation goes back a number of years and apparently was adopted to avoid malingering by members of the forces and to also pass on

1 - Mr. Beaver
1 - Mr. Casper

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Executives Conference Memorandum
Re: Medical Benefits Afforded
Executive Protective Service Officers,
U. S. Secret Service

their eligibility or noneligibility for appointment and/or retirement. It was pointed out that FBI employees are covered for work-related injuries under the Federal Employees' Compensation Act.

The Conference was unanimous in recommending that no further effort be made to propose legislation to obtain these benefits for FBI personnel.

OK

MR. TOLSON

April 9, 1970

The Executives Conference

Executive Conference

PROCESSING OF NON-FEDERAL APPLICANT FINGERPRINTS FROM POLICE AND OTHER LOCAL GOVERNMENTAL AGENCIES

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The Executives Conference consisting of Messrs. Tolson, Mohr, Beaver, Bishop, Callahan, Conrad, Donahoe (for DeLoach), Felt, Gale, Jenkins (for Casper), Rosen, Sizoo (for Sullivan), Soyars, Waikart (for Tavel) and Walters met on April 9, 1970. Mr. Walters presented for discussion proper future handling of the sharply increasing volume of non-Federal applicant fingerprints, pointing out that every possible means was being explored at Ident to hold to a minimum requested clerical increases for fiscal 1972. An area that offers a ready means of reduction is that dealing with the wide variety of non-Federal applicant fingerprints. The total volume of such receipts forecast for fiscal 1972 is 2,450,000 and represents a 50% rise over the number of these processed in fiscal 1969. Also, such volume in 1972 would constitute 29% of all fingerprints processed. While we are steadily increasing the number of these prints given a full technical search (now 50%), the basic question is not our ability to do so, but whether we should continue to justify the expenditure of public funds for such purpose.

The Bureau's basic authority (Title 28, Chapter 1, Section 0.85, Code of Federal Regulations) provides for exchange of fingerprints on a mutual beneficial basis with law enforcement and other governmental agencies, railroad police, and insured banks and savings and loan institutions. In 1937, the Director advised the Attorney General of the receipts of various types of non-Federal applicant prints and solicited his views on the legality of processing them. The Attorney General advised that the handling of this type of work was within the discretion of the Director. The Bureau is not legally obligated to handle non-Federal applicant prints whether submitted as a result of local ordinances or regulations or not, and any processing afforded them is strictly on a cooperative basis. Inspector Dalbey, Chief, Legal Research Unit, concurs with that observation. Some local ordinances or state legislative provisions specify fingerprints of applicants, licensees or registrants are to be submitted to FBI Identification Division; the majority do not so specify. In either event, such local legislation does not appear to have any force or effect to legally require the Federal Government to process the fingerprints. In fact, we have recently been refusing to take on additional large volumes whether local ordinance required persons to be fingerprinted or not (e.g., New York legislation).

- 1 - Mr. Beaver
- 1 - Mr. Casper

REC-5 66-2554-12927

25 APR 23 1970

67 APR 23 1970 LMW:VR

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Executives Conference Memorandum

Re: Processing of Non-Federal Applicant Fingerprints

requiring fingerprinting of employees of security industry). We know that many states and cities charge applicants for fingerprint processing, although the service we provide is free. We know that many cities submit such prints to us first rather than to their own state bureaus and then submit to their state bureaus only those which we do not identify with prior records. In many instances, the results of our check would have little or no effect upon the individual receiving his license or employment. In our latest survey (October 1969), of 1,000 non-Federal applicant prints tested, 153 were identified with prior arrest records and only 2 of these were identified from a technical search not previously identified in the name search. Many of the persons whose fingerprints are submitted have little or no relation to public safety--i. e., night club entertainers, trash collectors, peddlers, magazine salesmen, race track employees, laundry workers, librarian trainees, etc.

Mr. Walters pointed out that of the 470 additional clerical employees deemed necessary to process current work receipts (fingerprint cards, name checks, etc.) for fiscal 1972, about 300 could be eliminated if a name check only was afforded all non-Federal applicants except those required by Federal regulations plus those directly employed in law enforcement positions. If we were to discontinue completely receiving and processing non-Federal applicant fingerprints other than the ones required by Federal regulations plus law enforcement positions, approximately 400 of the 470 needed for current work could be eliminated.

The Conference considered both propositions, namely; (1) limit to name search only, and (2) doing away entirely with processing non-Federal applicant receipts other than the ones we are required to handle by Federal regulations plus law enforcement applicants and employees. We would continue to fully process applicants and employees in the law enforcement profession, including railroad police; those in Federally insured bank and savings and loan institutions; and those from Washington, D. C., agencies. Although no adverse comments have been received since announcement of our limited name search procedure 11-1-69, it was recognized by the Conference that if we were to announce discontinuance of all processing of this other large volume of fingerprint receipts, there well may be special interest groups advocate Federal legislation through their respective Congressmen. However, if legislation were approved and passed applicable to any category of prints to be processed by the FBI, we would have a basis for an orderly process of budgeting for such receipts. Accordingly, the Conference unanimously recommended the discontinuance of processing these other non-Federal applicant fingerprints, pointing to the substantial savings thus achieved in the fiscal 1972 budget to be submitted. If the Director concurs, an appropriate communication will be prepared to apprise the Attorney General and thereafter appropriate notification to fingerprint contributors.

OK H.

Mr. Tolson

April 2, 1970

The Executives Conference

APPREHENSION ORDERS
SUGGESTION #618-70 SUBMITTED BY
MRS. [REDACTED] AND
MRS. [REDACTED]
ADMINISTRATIVE DIVISION

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The Executives Conference, consisting of Messrs. Tolson, DeLoach, Mohr, Bishop, Callahan, Casper, Conrad, Miller, Felt, Gale, Rosen, Sullivan, Tavel, Walters, Beaver and Soyars, considered the suggestion that the Mechanical Section prepare and issue six apprehension orders (AOs) each year instead of 13 which was the number issued during 1969. The advantages resulting from printing and postal costs on a yearly basis were estimated at \$54,546.52.

Special Investigative Division, in view of the potential savings, recommended that we discontinue apprehension orders altogether at least on a trial basis. It was pointed out that in addition to the apprehension orders the Bureau distributes every six months an outstanding list of all identification orders, wanted flyers and check circulars. It was recommended by the Special Investigative Division that this list be continued and expanded to include a list of numbers only of identification orders, wanted flyers and check circulars cancelled since the previous semi-annual list.

This suggestion of the Special Investigative Division was discussed with nine field offices and they all favored the suggestion with one exception. The opposing office said that unnecessary investigation could be initiated by a police department should such an agency receive a notice from a citizen concerning an identification order which had not been the subject of a cancellation apprehension order. It was pointed out that this was a possibility and it could occur whether we issued 13 or six apprehension orders per year. It was also pointed out by the Special Investigative Division that this information could be checked readily through NCIC if the police have direct access to NCIC or through our field offices who have access to NCIC.

1 - Mr. Beaver
1 - Mr. Daunt
1 - Mr. DeLoach
JJC/hcv
(9)

1 - Mr. Bishop
1 - Mr. Walters
1 - Mr. Gale
1 - Mr. Casper

REC-110

66-2554-72928
10 APR 28 1970

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Memorandum from The Executives Conference
to Mr. Tolson

Re: Apprehension Orders
Suggestion #618-70 Submitted by
Mrs. [redacted] and
Mrs. [redacted]
Administrative Division

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b7c

Mr. Casper stated that if we were to discontinue completely the issuance of apprehension orders we do not know the effect that it would have on the public who are now cooperating with us in post offices, hotels, etc., in the displaying of identification orders.

Mr. Mohr said that this matter could be handled by our NCIC issuing a notice to all participants that we were discontinuing the apprehension orders but we would continue the semiannual listing expanded as outlined above; also, that the Identification Division could similarly notify its contributors. Mr. Mohr said that he felt that the suggestion should be adopted now and that the total yearly savings would amount to \$109,093.04. Based on this amount the suggesters could be granted an incentive award of \$605 each. This is in line with the current scale for such awards.

It was the unanimous consensus of the Executives Conference to adopt the suggestion as amended by Mr. Mohr.

If the Director approves, appropriate action will be taken to implement the suggestion and grant the incentive awards.

OK
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4
The Director

September 18, 1970

The Executives Conference

* CRIMES ABOARD AIRCRAFT

On September 18, 1970, the Executives Conference consisting of Messrs. Tolson, Mohr, Beaver, Bishop, Callahan, Casper, Felt, Gale, Rosen, Sizoo (for Brennan), Tavel, Walters, and White (for Conrad) considered the following matter.

Mr. Felt brought up for policy review our instructions to Agents re carrying weapons on board airplanes. When Crimes Aboard Aircraft Statute was passed, law enforcement personnel, including FBI Agents, were exempted from prohibition against taking weapons aboard aircraft. We issued instructions that Agents carrying firearms on their person during travel by air must identify themselves to appropriate airline employee unless such action would compromise success of a mission. This rule was restated in SAC Letter 68-69 dated 11/26/68 concerning hijacking of planes to Cuba and it was pointed out "In the absence of good reasons to the contrary, firearms should ordinarily be carried in Agents' luggage in an unloaded condition." It was considered important not to have Agents in hijack situation identified to Cuban authorities.

All present agreed that situation is materially different now, but there was sharp disagreement as to proper course of action. Mr. Mohr argued strongly that rules be unchanged. He pointed out if Agents were instructed to wear firearms aboard airplanes notification of the airline in each instance would in effect be announcing that we were making guards out of all Agents who travel. Guard duty by Agents has always been contrary to Bureau policy.

Mr. Rosen pointed out hijacking of aircraft is Federal offense and Agents would have responsibility to act if hijacking committed in their presence. Mr. Mohr argued that an Agent would not necessarily need firearm to take effective action in such situation.

Mr. Bishop argued adverse newspaper publicity could result if press learned unarmed Agent aboard hijacked plane and unable to take effective action. Mr. Beaver pointed out new metal detection devices being installed would make it impossible for firearm to be either worn or in luggage without knowledge of the airline.

Messrs. Tolson, Beaver, Bishop, Casper, Felt, Gale, and Rosen recommend Agents be required to wear their weapons when travelling on airplanes on official business.

1 - Messrs. Casper, Beaver

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ORIGINAL FILED IN 64-00-249

Executives Conference Memorandum
Re: Crimes Aboard Aircraft

Messrs. Sizoo and Tavel felt matter should be optional. (It is optional now but, of course, there is the admonition in referenced SAC Letter that firearm would normally be carried in luggage.)

Messrs. Mohr, Callahan, Walters and White voted to leave the instructions as they are.

This matter is submitted for your consideration.

Respectfully,
For the Conference

Clyde Tolson

*I concur with majority
view.
H*

UNITED STATES GOVERNMENT

Memorandum

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

cc : Mr. Mohr

DATE: 10/8/70

FROM : J. J. Casper *JJ*

O'Connell to

Reilly

SUBJECT: CONSERVATION OF FILING SPACE
SUGGESTION MATTER

Reference is made to the attached copy of an Executives Conference memorandum, regarding the disposition of Seat of Government files, index cards, and abstracts after five years in unknown subject routine criminal cases except for kidnaping, extortion, bank robbery, major cases, or when retention is specifically directed by supervisor. The action recommended was the result of a survey made by the Inspection Division based on a former Executives Conference 8/26/70 wherein this matter was discussed by Mr. Casper due to suggestion 98-71 (submitted by [redacted], formerly of Files and Communications Division now assigned to Training Division) that files and related material in Theft from Interstate Shipment cases be destroyed after ten years. Views from interested divisions in this instance recommended the retention period of only five years.

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Several months prior to the receipt of above idea, suggestion 744-70 from Miss [redacted] Files and Communications Division, had been received and processing was just being completed due to time needed to obtain Archival approval when the current matter was discussed at Executives Conference and approval was granted to hold action in abeyance pending the results of the survey. Her idea concerned the destruction of material in Sabotage and Destruction of Aircraft matters after ten years and a saving based on the ten-year time limit had been computed.

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66-3286
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In addition, suggestion 112-71 made by SA [redacted], and suggestion 113-71 made by SA Donald T. Perrine, General Investigative Division, were received late in afternoon of day before this matter was to be discussed at the first-mentioned Executives Conference. These suggestions concerned disposition of files and related material in unknown subject cases regarding Crime on Government Reservation and Interstate Transportation of Stolen Property classifications, respectively. Approval was given to hold these two in abeyance pending the results of the survey also.

66-2554

NOT RECORDED

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OCT 13 1970

Enclosure

1 - Mr. Tavel

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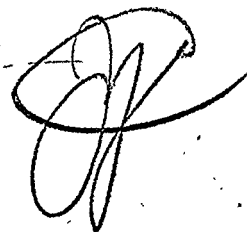
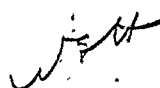
ENCLOSURE

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Memo Casper to Mohr
Re: Conservation of Filing Space
Suggestion Matter

While Bureau has approved the destruction of such material in the majority of unknown subject routine criminal cases, Archival approval will not be received for some time. It is felt final action should not be taken until this approval has been received.

RECOMMENDATION: That action regarding the four suggestions mentioned above be held in abeyance pending the receipt of Archival approval for the proposed destruction of files and related material after five years. Each suggester's idea has been adknwledged by prior letter.



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MR. TOLSON

April 17, 1970

THE EXECUTIVES CONFERENCE

COMMUNICATIONS TO ALL OFFICES

On 4/17/70 the Executives Conference consisting of Messrs. Tolson, DeLoach, Mohr, Bishop, Beaver, Callahan, Casper, Conrad, Felt, McAndrews for Mr. Gale, Rosen, Soyars, Sullivan, Tavel and Walters considered a proposal by Mr. Felt concerning letters, airtels and teletypes emanating from the Seat of Government directed to the SAC, Albany with copies to all offices.

Mr. Felt pointed out that formal instructions from the Director to all offices are sent out at intervals. These are described as SAC Letters and sufficient copies are sent to the various offices so they may be charged out and routed to all Agents. They are reviewed prior to mailing by the Training Division for any indicated manual changes, possible legal ramifications, and general coordination.

Felt explained that because of the ever-increasing complexity of our work frequent instructive communications to all offices are being sent to the Special Agent in Charge at Albany with copies to all offices. Ordinarily such communications are not pertinent for all Agents but would apply to the work of an individual squad. He suggested these letters also be reviewed by the Training Division prior to being sent out.

Mr. DeLoach argued that these instructions of interest to a single squad were generally urgent and that processing in the Training Division could result in delay.

Mr. Tolson suggested and the Conference unanimously agreed that copies of all such letters be prepared for the Training Division to be affixed to the yellow copy of the letter for routing to the Training Division for review but after final approval. Thereafter these copies would be retained in the Training Division for a three-year period where they would be available for ready reference.

ORIGINAL FILED IN 66-3665-

- Tolson _____
- DeLoach _____
- Walters _____
- Mohr _____
- Bishop _____
- Casper _____
- Callahan _____
- Conrad _____
- Felt _____
- Gale _____
- Rosen _____
- Sullivan _____
- Tavel _____
- Soyars _____
- Tele. Room _____
- Holmes _____
- Gandy _____

REC-1 66-2554-12929
16 APR 22 1970

1 - Messrs. DeLoach, Mohr, Bishop, Callahan, Casper, Conrad, Felt, Gale, Rosen, Soyars, Sullivan, Tavel, Walters and Beaver

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W.M.F. bhg (15) 1970 TELETYPE UNIT

[Handwritten signature]

Mr. Tolson

April 23, 1970

The Executives Conference memo

MODIFICATION OF HANDLING OF DESERTER MATTERS

On 4/23/70 the Executives Conference consisting of Messrs. Tolson, DeLoach, Mohr, Beaver, Bland for Mr. Bishop, Callahan, Casper, Conrad, Felt, E. S. Miller, Gale, Rosen, Soyars, Sullivan, Tavel and Walters considered a proposal by Mr. Felt concerning modification in our handling of deserter matters to effect a substantial saving in manpower.

Mr. Felt advised at the present time when we receive a request from the military authorities to locate a serviceman who has been absent from his place of assignment in excess of 30 days, we process the request at the Seat of Government and send copies to our offices covering both his residence and the base from which he deserted. About 30% of the time our Agents have determined, when checking at the base, that the serviceman has returned to military control. This investigation has been justified since it has saved substantial investigative time by other offices trying to locate him. Other than this, Mr. Felt said the investigation at the bases has been essentially nonproductive according to an extensive survey conducted by the Inspection Division.

Mr. Felt further said that the continuation of this investigation at the military bases will be unnecessary as a result of the military's tie-in with the National Crime Information Center (NCIC) since NCIC will provide the data regarding the deserter's return to military control. Full implementation of this new use of NCIC has been targeted for 7/1/70.

Mr. Felt proposes, therefore, that effective that date, we discontinue sending copies of the military's request to locate a deserter to those offices covering the base from which he deserted. Inspection Division survey reveals an estimated 15,100 cases will be saved in this category and that approximately 50 Agents can be diverted to other work.

Mr. Tolson suggested, and the Conference unanimously agreed, that Mr. Felt's proposal be adopted.

- 1 - Mr. Beaver
- 1 - Mr. Casper
- WMF:wmmj (5)

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MAY 13 1970

Handwritten initials and signatures: JWB, OK, 7, JH

Mr. Tolson

April 23, 1970

The Executives Conference

MODIFICATION OF HANDLING OF INTERSTATE
TRANSPORTATION OF STOLEN MOTOR VEHICLE
MATTERS

mz
On 4/23/70 the Executives Conference consisting of Messrs. Tolson, DeLoach, Mohr, Beaver, Bland for Mr. Bishop, Callahan, Casper, Conrad, Felt, E. S. Miller, Gale, Rosen, Soyars, Sullivan, Tavel and Walters considered a proposal by Mr. Miller concerning discontinuing routine notification of the owner in Interstate Transportation of Stolen Motor Vehicle (ITSMV) cases, which is not a statutory requirement.

Mr. Miller pointed out that at the present time we contact the owner of the vehicle in every case referred to us. This phase in the handling of these cases generates in excess of 40,000 cases per year and expends large amounts of Agent and clerical time. Due to the restrictive attitude of the Department toward prosecution of these cases, wherein we are now experiencing declinations in known subject cases over 80% of the time, it is not felt the routine expenditure of the manpower necessary under our present procedures is justified.

Under this proposal, the owner would be advised of the recovery of his car through the National Crime Information Center (NCIC) instructions to the local police agency holding the owner's stolen report. In those instances where prosecution has been authorized or anticipated or when in the opinion of the office of origin it is desirable to interview the owner, appropriate leads would be set out.

If proposal were adopted an estimated 166 Agents could be diverted to more essential work, the expense of over 35,000 teletypes would be eliminated and substantial amounts of clerical time in the field and at the Seat of Government would be saved.

Mr. DeLoach suggested the proposal be adopted and instituted for a trial period of a year. He pointed out there may be a reaction from the public as a result of this curtailment and that our liaison with local authorities may be impaired to an extent but he felt the advantages appear to outweigh the disadvantages. He suggested the possibility that convictions in these cases might drop slightly.

1 - Mr. Beaver
1 - Mr. Casper
ESM:wmj

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Executives Conference Memorandum
Re: Modification of Handling of ITSMV Matters

Mr. Felt stated that while a slight drop in convictions was a possibility it was hoped that the fact Agents were being freed from unproductive leads would enable them to concentrate on those cases with prosecutive potential.

Mr. Tolson suggested, and the Conference unanimously agreed, that the proposal be adopted for a year and that it be implemented at such time as all of our offices are tied in to NCIC, which has been targeted for 7/1/70.

OK
H

✓

Mr. Tolson

April 23, 1970

The Executives Conference

GRADUATE DEGREE PROGRAM
IN ADMINISTRATION
WASHINGTON FIELD OFFICE

The Executives Conference, consisting of Messrs. Tolson, DeLoach, Walters, Mohr, Bland for Bishop, Casper, Callahan, Conrad, Miller and Felt, Gale, Rosen, Sullivan, Tavel, Soyars and Beaver, considered a recommendation by the SAC of the Washington Field Office to explore with George Washington University an advanced degree program in the field of Law Enforcement Administration for Washington Field Office personnel.

As conceived by the SAC, Washington Field Office, this program would be conducted after working hours in classroom space available in the Old Post Office Building at no cost to the Bureau. The instructors would be professors from George Washington University and funds for the program would come from monies made available to the university from the Law Enforcement Assistance Administration which in turn would make the funds available to the students in the form of loans or grants. It was pointed out that graduate education in Law Enforcement Administration would no doubt be of value to the individual participating in the program and that if it were authorized in the Washington Field Office other field offices would possibly make similar requests, thus working a hardship on Agents who are located in field offices that do not have in the immediate geographic area an institution of higher education funded under this program. It was explained that our Agents come into the Bureau well educated and are adequately trained and that it was not felt necessary that this type of program be authorized. It was also explained that the possibility exists that we might educate some of our younger Agents who would in turn leave the Bureau to accept employment in educational institutions.

It was the unanimous view of the Executives Conference that the SAC in the Washington Field Office be advised that the Bureau was not authorizing him to explore with George Washington University the establishment of a program for an advanced degree in Law Enforcement Administration for Washington Field Office personnel.

- Enclosure
- 1 - Mr. Beaver
 - 1 - Mr. Casper
 - 1 - Mr. Callahan
 - 1 - Mr. Mooney

JJC/hcv
(7)

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Executives Conference Memorandum
Re: Graduate Degree Program in Administration
Washington Field Office

RECOMMENDATION:

If the Director approves, the attached letter so instructing the
SAC at Washington Field Office be forwarded.



O.K.
H

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. Mohr

DATE: May 5, 1970

FROM : J. J. Casper

SUBJECT: SUPERVISORY TRAINING SEAT OF GOVERNMENT
CLERICAL SUPERVISORY PERSONNEL

| | |
|--------------|-------|
| Mr. Tolson | _____ |
| Mr. DeLoach | _____ |
| Mr. Mohr | _____ |
| Mr. Bishop | _____ |
| Mr. Casper | _____ |
| Mr. Callahan | _____ |
| Mr. Conrad | _____ |
| Mr. Felt | _____ |
| Mr. Gale | _____ |
| Mr. Rosen | _____ |
| Mr. Sullivan | _____ |
| Mr. Tavel | _____ |
| Mr. Soyars | _____ |
| Tele. Room | _____ |
| Mr. Holmes | _____ |
| Miss Gandy | _____ |

Reference memorandum from the Executives Conference to Mr. Tolson, captioned as above, dated February 20, 1970.

It was previously suggested that supervisory training be afforded to Seat of Government clerical supervisory personnel. This suggestion was unanimously approved by the Executives Conference with initial presentation to be made in the Identification Division. The program in clerical supervisory training, prepared by the Training Division in cooperation with the Identification Division, has been initiated and the response to the training program has been favorable. It is the consensus that these training efforts should be continued until all clerical supervisors in the Identification Division have received such training.

ACTION:

For information.

WBS
RJR

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1 - Mr. Walters
JHB:att 733T
81 MAY 20 1970

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2 - WBS

194
Mr. Tolson

7/6/70

The Executives Conference

BUREAU MAILING LIST MATTER
INCLUSION OF FORMER AGENTS NOW IN
POLICE INSTRUCTION FIELD

The Executives Conference met on July 6, 1970, with Messrs. DeLoach, Callahan for Mohr, Casper, Walsh for Callahan, Conrad, Felt, McAndrews for Gale, Rosen, Sizoo for Sullivan, Tavel, McDaniel for Walters, Beaver and Bishop present.

Mr. Bishop presented the question as to whether Agents leaving the Bureau, by either resignation or retirement, should be placed on the Bureau's mailing list when it is known that they intend to enter the police instruction field upon leaving the Bureau, and whether former Agents on the Bureau mailing list who are employed in the police instruction field should be removed from the mailing list.

Mr. Tolson pointed out that many former Agents presently employed in the police instruction field are employed in such capacity because of the prior training and knowledge which they have gained while Bureau Agents. He advised that many former Agents in the police instruction field are "using" their Bureau training for their own gain. W

It was pointed out by Mr. Casper that many former Agents employed in the police instruction field are in key positions in police academies, state police agencies, etc., in such field, that they are of tremendous help to the Bureau in promoting the Bureau's police training programs and in assisting the Bureau in its relations with the International Association of Chiefs of Police. He advised that removing from the Bureau mailing list former Agents who are in the police instruction field, or refusing to place on the mailing list Agents leaving the Bureau to enter this field, would be discriminating against former Agents in a field (police instruction) which is vital to the

- 1 - Mr. DeLoach
- 1 - Mr. Mohr
- 1 - Mr. Callahan
- 1 - Mr. Casper
- 1 - Mr. Beaver
- 1 - Mr. Bishop

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Executives Conference Memorandum
Re: Bureau Mailing List Matter

advancement of law enforcement as a profession. He stated that the Bureau does not refuse to include on its mailing list former Agents who enter other professions or businesses when they leave the Bureau and he did not feel that such a rule should apply to Agents in the police instruction field, especially in view of the Director's intense interest in this field.

Mr. Callahan advised that he felt whether or not an Agent leaving the Bureau should be included on the mailing list, or whether a former Agent should be removed from the Bureau mailing list should be decided on an individual basis with regard to his over-all relations with the Bureau and his attitude toward the Bureau. Mr. Callahan pointed out that any former Agent who is on the mailing list, whether he be in the police instruction field or in other endeavors, should be promptly removed from the mailing list if any of his actions are contrary to the best interests of the Bureau.

RECOMMENDED ACTION:

The members of the Executives Conference unanimously recommended that former Agents with good Bureau records employed in the police instruction field be permitted to remain on the Bureau mailing list, or be added to it, so long as they engage in no activities contrary to the best interests of the Bureau, which would be decided on an individual basis.

OK
L

THE DIRECTOR

6/29/70

EXECUTIVES CONFERENCE

GEORGE WASHINGTON UNIVERSITY (GWU);
PROPOSAL TO ESTABLISH A NEW
FORENSIC SCIENCE SCHOOL

WASHINGTON, D.C. SUMMARY

ST
pl.

The Executives Conference on 6/26/70, with Messrs. Tolson, Mohr, DeLoach, Callahan, Bishop, Jenkins for Casper, Felt, Malley for Rosen, Gale, Sullivan, Soyars, Tavel, Walters and Conrad present, considered a proposal by the George Washington University (GWU) to establish a new School of Forensic Science. Based on awakening of the University to their responsibilities as a result of the Director's initiative and encouragement in connection with the new Master of Forensic Science Degree program, University officials now obviously recognize the opportunity and obligation to make a major contribution to law enforcement by moving to fill a long-existing gap and rapidly increasing need in the academic field, namely, undergraduate scientists trained specifically in applications of science to crime detection. To be successful, President Lloyd H. Elliott (copy of letter attached) recognizes that the University will require the Director's assistance and support and requests the opportunity to visit with the Director concerning the proposal.

Because this proposal represents the potential of an additional major pioneering innovation by the Director in the support of local law enforcement, and thus involves a number of issues, the deliberations of the Executives Conference are set forth following the Summary in substantial detail, organized by appropriate subtitle for convenient reference and record. Basically, as outlined in the attached proposal, the University itself expects to provide from sources available to it, the necessary facilities and the funding of such a program; however, precisely because this new endeavor represents a merging of two heretofore separate bodies of knowledge, i. e. (1) the usual academic (the University's field), and (2) specialized forensic science (the FBI Laboratory's field), the University recognizes that it will initially have to have "know how" support in the specialized forensic science subjects. Because the Director's initiative first led them to recognize their obligation, the University would like to obtain this "know how" support from the FBI. Such support would not involve any funding but rather would involve imparting our specialized technical knowledge either by lectures or through conferences with University professors. As rapidly as the University staff can absorb the new knowledge, the University will assume complete responsibility for the program. Although not yet formally proposed, it is understood informally that, with the Director's approval, they desire to name the new school "The Hoover School of Forensic Science."

- Tolson _____
- DeLoach _____
- Walters _____
- Mohr _____
- Bishop _____
- Casper _____
- Callahan _____
- Conrad _____
- Felt _____
- Gale _____
- Rosen _____
- Sullivan _____
- Tavel _____
- Soyars _____
- Tele. Room _____
- Holmes _____
- Gandy _____

Enclosures 1-Mr. Beaver
1-Mr. Casper

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Executives Conference

Memorandum to the Director

RE: GEORGE WASHINGTON UNIVERSITY (GWU);
PROPOSAL TO ESTABLISH A NEW
FORENSIC SCIENCE SCHOOL

Mr. Tolson pointed out that the Director had resigned his Trustee relationship with the University and that with all of the "hippie" students in the University and consequent student disruptions, he felt the Bureau should not comply with the University's request for Bureau support. Mr. Tolson voted opposed. Mr. Bishop pointed out that the Bureau ordinarily does not give training in investigative matters to other than law enforcement officers. Accordingly, Bishop voted in favor if classes were restricted to law enforcement officers; opposed otherwise. Mr. Conrad advised that, as a new program, this necessarily will involve innovation, and the Bureau heretofore has approved occasional lectures before public, non-law enforcement groups on the work of the Laboratory. Mr. Sullivan did not feel an undesirable graduate should be permitted to claim association with the Director's name. Accordingly, he voted in favor of the proposal (1) in the event the Director elected not to permit use of the Director's name for the school, and (2) provided that any support furnished should be moderate. Mr. Conrad advised that only a moderate degree of support was proposed. The remaining Conference members, consisting of Messrs. Mohr, DeLoach, Callahan, Jenkins, Felt, Malley, Gale, Soyars, Tavel, Walters and Conrad, felt that the opportunity to take a constructive step in preparing young persons for careers in scientific law enforcement and the honor accorded to the Director by any subsequent formal proposal to name the new school after the Director outweighed the possible disadvantage of an occasional "bad apple" student. Accordingly, these members voted in favor of the proposal, namely, that the FBI furnish support to the University by providing the necessary initial forensic science "know how" in the form of conferences with University professors and occasional lectures by selected laboratory scientists.

In the event the Director's busy schedule does not permit at this time complying with President Elliott's suggestion for a meeting to discuss the proposal, an appropriate letter conveying the Director's decision will be prepared. On the other hand, if the Director desires to discuss the matter with President Elliott, the Director may wish to set a date and time for such conference.

Respectfully,
For the Conference

Clyde Tolson

*Prepare letter in
line with Majority
view*
A

V

Memorandum to the Director
RE: GEORGE WASHINGTON UNIVERSITY (GWU);
PROPOSAL TO ESTABLISH A NEW
FORENSIC SCIENCE SCHOOL

DETAILS

The Executives Conference on 6/26/70, with Messrs. Tolson, Mohr, DeLoach, Callahan, Bishop, Jenkins for Casper, Felt, Malley for Rosen, Gale, Sullivan, Soyars, Tavel, Walters and Conrad present, considered a proposal by George Washington University (GWU) to establish a new School of Forensic Science. By letter (copy attached), President Lloyd H. Elliott of the George Washington University alludes to the highly successful collaboration by the FBI Laboratory and the George Washington University faculty in the establishment of the precedent-setting graduate program leading to a new Master of Forensic Science degree, and comments that this was achieved as a result of the Director's encouragement. President Elliott submits a draft proposal with this letter outlining the further plans of the University and requesting the Director's further participation in the establishment of a new School of Forensic Science at GWU. The letter and attached proposal have been carefully reviewed.

BACKGROUND; NEW NEED

Mr. Conrad pointed out that through the many cooperative FBI services extended to local law enforcement over the years the Director has made tremendous contributions to law enforcement throughout the country. As changing conditions have posed new needs, the Director has made pioneering moves to fill such needs. Examples cited were the early founding of the FBI Laboratory, the more recent establishment of NCIC, and the future expansion of the National Academy. Now, a further, rapidly growing need is making its appearance. Again, the Bureau is in a position to make a major contribution, and, again, as in other examples, it involves innovation. The newly developing need is that of local law enforcement agencies for competent, qualified forensic scientists. It was pointed out that there are a number of factors bringing the problem into focus at this time. A detailed list of the major factors is attached as Appendix I. Mr. Conrad noted that although as a matter of pride and prestige many local agencies in the past would have liked to have had individual laboratories, the cost could not heretofore be either justified or financed (except by the larger metropolitan or state agencies). Indeed, it was partially to meet that specific problem that the Director made the FBI Laboratory facilities available

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Memorandum to the Director
RE: GEORGE WASHINGTON UNIVERSITY (GWU);
PROPOSAL TO ESTABLISH A NEW
FORENSIC SCIENCE SCHOOL

to local agencies on a cooperative, cost-free basis and, of course, the Bureau's Laboratory facilities have been expanded by the Director as needed over the years to fully meet the requests levied on the Laboratory by such local agencies. It is also the Bureau's firm policy to continue to fully handle all such requests. However, a new factor now has been injected into the local situation; namely, removal by the Federal Government of the heretofore existing economic restraints. Thus, undoubtedly, the greatest single factor in the current, increasing need for local crime laboratory experts is the fact that the Federal Government itself, through recommendations of its Crime Commission, is urging local law enforcement to establish its own laboratories and simultaneously is holding out free Federal funds to assist in such establishment. With the economic constraints removed, communities all over the country are moving to "get a piece of the action" - to establish new local laboratories (or to expand existing laboratories) with Federal funding. A second major factor increasing the need for well-qualified local experts is the fact that in many instances existing so-called experts of well-established laboratories are proving to be incompetent, as witnessed by the recent Chicago Police Laboratory debacle in the Black Panther raid situation. The Chicago situation prompted the local authorities to request an FBI review of their entire Laboratory situation, looking toward recommendations for improvement. (The Bureau properly declined this request, since what Chicago needed was not a review, but some competent personnel.)

PROBLEM:

While the Federal funding can buy the necessary highly technical and expensive equipment, and can rent suitable space for local laboratories it cannot staff such laboratories with competent experts for the reason that there is no currently existing outside source of such trained forensic scientists from which to draw the needed staff. It is for this very reason, of course, that the FBI has had to train its own experts. We have found through long years of experience that starting with a college graduate having a degree in a related science, it requires from one to three years additional full-time training in forensic fields to reach a level of competence where we can let a man get on the witness stand with the Bureau's reputation on the line, and a person's life or liberty at stake, and testify, for example, that a bullet fragment from the victim came from the suspect's weapon and no other; or that an extortion letter was written by this one suspect out of the many millions of United States inhabitants. Experience has shown that any substantially lesser degree of training will result in unacceptable level of error. It is obvious that it is not feasible for the FBI to provide such extended one to three-year training to other than its own essential experts. Hence, the only feasible solution for such local problems heretofore has been that already adopted by the Bureau, namely, the long-standing offer to make laboratory examinations for them. This service is now and will continue to be among the major contributions to over-all law enforcement made by the Director.

Memorandum to the Director

RE: GEORGE WASHINGTON UNIVERSITY (GWU);
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FORENSIC SCIENCE SCHOOL

POTENTIAL SOLUTION

Obviously, what is needed is one or more outside sources of trained forensic experts. Universities are logical potential sources, but for the most part, they have had heretofore neither the interest nor qualified professors who are knowledgeable and competent to teach the necessary subjects. The highly specialized forensic science knowledge is available only in the FBI Laboratory and in a few of the other existing major crime laboratories in the country. However, with the instant proposal from President Elliott of GWU, there now appears the prospect of a beginning solution. From the comments made by President Elliott in his letter, it is apparent that professors and other officials at GWU have been greatly impressed by the completely new body of technical knowledge and expertise which our Laboratory scientists have revealed to them, both in classroom discussions and, more especially, in the various lectures which, with Bureau approval, selected Laboratory experts have given in the cooperative development of new courses required in the previously approved new graduate degree program. University officials now obviously recognize the opportunity and the obligation to make a major contribution to law enforcement, and thus to society by moving to fill this long-existing gap in the academic field. Thus, it is apparent that this University now has the interest, and it is seeking a source of "know-how."

INNOVATION REQUIRED

As outlined in the proposal submitted by President Elliott, the University itself expects to provide from sources available to it, the necessary facilities and the funding of such a program; however, precisely because this new endeavor represents a merging of two heretofore separate bodies of knowledge, i.e. (1) the usual academic (the University's field), and (2) specialized forensic science (the FBI Laboratory's field), the University recognizes that it will initially have to have "know-how" support in the specialized forensic science subjects. Because the Director's initiative first led them to recognize their obligation, the University would like to obtain this "know-how" support from the FBI. Such support would not involve any funding but rather would involve imparting our specialized technical knowledge either by lectures or through conferences with University professors. As rapidly as the University staff can absorb the new knowledge, the University will assume complete responsibility for the program.

ADVANTAGE TO BUREAU

It was pointed out that the desire of the University to become involved in and to accredit academically the vast body of highly specialized technical knowledge accumulated by the FBI's Laboratory over the years, even more firmly establishes the Director's and the FBI's leading position in the field of forensic science. It was suggested that the Director's long association with GWU and that University's willing cooperation over the past several years in the Master of Forensic Science program would appear to make technical support of the University's program an ideal outlet whereby the FBI can share its highly specialized laboratory knowledge, and that a cooperative effort of the type proposed, merging the FBI's highly specialized technical expertise with the educational facilities of GWU would develop into still

Memorandum to the Director
RE: GEORGE WASHINGTON UNIVERSITY (GWU);
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another landmark in the Director's efforts, comparable in importance and impact to other major achievements. The University also apparently feels the same way for it is informally understood that, with the Director's approval, it is the University's plan to name the new school "The Hoover School of Forensic Science" as a lasting tribute to the lifelong goals and achievements of the Director in the professionalization of law enforcement. There would be no remuneration to FBI personnel from the University in connection with any Bureau assistance which may subsequently be approved, and any such lectures or conferences would merely be another facet or extension of the already existing Bureau program of furnishing technical assistance in the law enforcement field.

NON-CRITICAL QUESTIONS

Several questions which arose during the discussion and which it is believed present no substantial obstacle to FBI participation are set forth in an attached Appendix II. Certain others causing indicated Conference members to vote negatively or to qualify their vote are set forth as follows:

NEGATIVE OR QUALIFIED VOTES

Mr. Tolson pointed out that the Director had resigned his Trustee relationship with the University, and Mr. Tolson felt that with all of the "hippie" students in the University, with consequent on-campus (and off-campus) disruptions, the Bureau should not comply with the University's request for Bureau support. Accordingly, Mr. Tolson voted against the proposal. Mr. Bishop pointed out that, as a policy matter, the Bureau does not give training in investigative matters to other than law enforcement officers and he suggested the Laboratory procedures should be similarly restricted. Accordingly, Mr. Bishop voted in favor of the proposal, if the students attending could be restricted to law enforcement officers; opposed if classes were open to other than law enforcement officers. (It was pointed out by other members of the Conference that, while such a restriction would possibly assist in insuring that no undesirable students took the courses, there were many fine young people in the universities and these people would also be similarly barred from considering and preparing for a career in scientific crime detection by such restriction. It was further observed that it would not be feasible to restrict university enrollment to law enforcement officers.) Mr. Conrad also pointed out that, with prior Bureau approval, we have on request given occasional lectures on the work of the Laboratory to American University and to Georgetown University classes without such restriction, and, of course, much of the work of the Laboratory is open to daily public observation by people on Bureau tours. Mr. Sullivan commented that he was basically in favor of Bureau support to the University in preparing young people for careers in law enforcement, but he did not feel an undesirable student should be permitted to claim association with the Director's name; accordingly, he voted in favor of the proposal in the event the Director elected not to permit the University to name the proposed school after the Director. Mr. Sullivan also qualified his favorable vote to be contingent upon a modest degree of support to the University. Mr. Conrad indicated in this regard that a modest degree is contemplated in the proposal.

Memorandum to the Director
RE: GEORGE WASHINGTON UNIVERSITY (GWU);
PROPOSAL TO ESTABLISH A NEW
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MAJORITY VOTE IN FAVOR

The remaining Conference members, consisting of Messrs. Mohr, DeLoach, Callahan, Jenkins, Felt, Malley, Gale, Soyars, Tavel, Walters and Conrad, felt that the opportunity to take a constructive step in preparing young persons for careers in scientific law enforcement outweighed the possible disadvantage of an occasional undesirable student enrolling in the proposed school. (Undesirable students, as well as desirable students, may now enroll in practically all educational processes including, of course, existing Law Schools throughout the country; this is not considered a basis for discontinuing training in Law.) Moreover, these Conference members felt that the additional honor accorded to the Director by any subsequent formal proposal to name the new school after the Director would be a most fitting testimonial to the pioneering work of the Director in applying science to law enforcement, and, as such, would outweigh the possibility of an occasional "bad apple" graduate. Accordingly, these members of the Conference voted in favor of the proposal, namely, that the FBI furnish support to the University in filling this heretofore existing gap in the academic field by providing the necessary initial forensic science "know-how" in the form of conferences with University professors as deemed necessary and occasional lectures by selected Laboratory scientists in their respective specialized fields.

APPENDIX I

**TO EXECUTIVES CONFERENCE MEMORANDUM TO DIRECTOR 6/29/70,
RE: GEORGE WASHINGTON UNIVERSITY (GWU);
PROPOSAL TO ESTABLISH A NEW FORENSIC SCIENCE SCHOOL**

FACTORS BRINGING PROBLEM INTO FOCUS AT THIS TIME

1. The rapidly increasing size of the crime problem itself throughout the country.
2. Continually increasing awareness on the part of more and more law enforcement officers as to benefits of laboratory examinations. Substantial part of this increased awareness results from laboratory work performed by the Bureau for local police departments, resulting in testimony and successful prosecutions; also from Bureau training programs intended to make officers more aware of benefits.
3. Several fundamental Court decisions which are requiring police at all levels to rely more completely on laboratory examination of physical evidence for successful prosecution.

EXAMPLES: The limitations placed on statements, such as interviews and confessions elicited from suspects, etc.

4. The very real element of pride and prestige which accrues to an agency having its own scientific laboratory.

COMMENT: It should be noted that in spite of the previous existence and growth of some of the above factors, the sheer cost of individual laboratories could not heretofore be justified or financed by many smaller communities. It was partially in recognition of that specific problem that the Director offered the FBI's Laboratory facilities to local law enforcement agencies. The Bureau's Laboratory facilities have been expanded by the Director, as needed, to fully meet the demands placed on the FBI Laboratory by such local agencies and it is present firm policy to continue to fully meet all such requests. Now, however, the formerly existing economic restraints are being removed by the Federal Government through grants to communities for the purpose of establishing or expanding such laboratories.

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APPENDIX I
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5. Accordingly, undoubtedly the greatest single factor responsible for increasingly acute local requirements for forensic scientists is the fact that the Federal Government itself through its Crime Commission recommendations is urging local law enforcement to establish local laboratories, and simultaneously holding out free Federal funds to assist in accomplishing the establishment of such laboratories. Obviously, when benefits are free, everybody seeks to obtain them.
6. Existing long-established laboratories in the larger metropolitan areas are increasingly finding their own "experts" inadequate to meet the challenge of tighter criminal justice procedures, including more competent, vigorous, cross-examination by defense attorneys.

EXAMPLES: (a) A hair and fiber expert of the Philadelphia Police Department Crime Laboratory who had testified for years and had been instrumental in securing numerous convictions subsequently encountered severe cross-examination by a highly competent defense attorney who brought out the fact that the "expert" had falsified educational background in stating qualifications. The expert's technical capability and credibility were both completely demolished and numerous prior convictions have been reopened because of this fact. The Philadelphia Police Department subsequently turned to FBI Laboratory for examinations in that field.

(b) A firearms expert of the Chicago Police Department Laboratory in the recent Black Panther raid situation identified a shotgun shell at the scene as fired from a Black Panther weapon. When the Federal Grand Jury called on the FBI Laboratory to make technical examinations of the evidence, the FBI Laboratory expert found that the shotgun shell, in fact, came from a police weapon. The Chicago examiner then agreed with the FBI's finding. The result was a request from Chicago authorities for the FBI to survey the entire Chicago Laboratory and suggest a means of improving their operations. Basic problem of Chicago Crime Laboratory known to be politics, incompetent personnel, and improper technical procedures. Basic solution necessary would be to restaff with competent experts; however, no outside source of forensic scientists currently available and Bureau properly declined to comply with Chicago's request for survey.

APPENDIX II
TO EXECUTIVES CONFERENCE MEMORANDUM TO DIRECTOR 6/29/70,
RE: GEORGE WASHINGTON UNIVERSITY (GWU);
PROPOSAL TO ESTABLISH A NEW FORENSIC SCIENCE SCHOOL

**POSSIBLE PROBLEMS CONSIDERED NOT TO CONSTITUTE
CONTROLLING OBSTACLE TO FBI PARTICIPATION**

- (1) **Legal:**
The proposal of the University has been reviewed by the Training Division, and it appears there would be no legal obstacle to participation by the Bureau in lending technical support to the University.
- (2) **Other university requests:**
The question arose as to what the Bureau's answer would be in response to requests from other universities for Bureau support of similar training which such other universities might desire to initiate. Mr. Mohr pointed out that the situation would be completely comparable to the many requests which the Bureau now receives for speakers and lecturers on other Bureau subjects; namely, if we are already fully committed, we so advise the subsequent requester, and decline until we feel we are in a position to furnish a requested speaker. In addition, Mr. Conrad pointed out that there is in the local Washington area (which, of course, is the area covered by the current University proposal) an agreement or consortium of universities, whereby both students and professors are exchanged among the universities from time to time. Accordingly, the requests for subsequent Bureau technical lectures to universities other than George Washington could, if desired, be referred to this consortium arrangement whereby students of other universities in the Washington area would receive the benefit of the Bureau's support through George Washington University.
- (3) **Amount of time required:**
The question was raised as to the impact of this proposal on the existing Laboratory staff. It was pointed out in response that the proposed program involves primarily assisting University professors to reach a level of teaching capability in the new forensic subjects. Since the first two years of most university undergraduate curricula are pretty much standard, with specialization occurring in the latter two years of a normal four-year curriculum, it was felt that the effect would be spread over a period of time and thus would not create an undue burden. Specifically, the degree of technical assistance would be moderate and it is believed that no increase in the presently assigned staff would be required.



- Mr. Tolson ✓
- Mr. DeLoach _____
- Mr. Walters _____
- Mr. Mohr ✓
- Mr. Bishop ✓
- Mr. Casper ✓
- Mr. Callahan ✓
- Mr. Conrad _____
- Mr. Felt _____
- Mr. Gale _____
- Mr. Rosen ✓
- Mr. Sullivan ✓
- Mr. Tavel _____
- Mr. Soyars ✓
- Tele. Room ✓
- Miss Holmes ✓
- Miss Gandy ✓

Office of the President

June 11, 1970

Mr. J. Edgar Hoover, Director
Federal Bureau of Investigation
Department of Justice
Washington, D. C.

Dear Mr. Hoover:

In response to the encouragement you offered the University in your letter of June 28, 1968, our Graduate School of Arts and Sciences developed a graduate program leading to the Master of Forensic Science degree. In doing so we recognize forensic science as an academic discipline of unusual importance for these times. From all accounts this program is a success.

The counsel and assistance offered to our Forensic Science Committee by Messrs. Ivan W. Conrad, Briggs J. White, and Thomas Kelleher have been of great help to the Graduate School. Your F.B.I. Laboratory personnel, who serve as adjunct faculty in their areas of expert specialization, have performed with enthusiasm. Their work clearly demonstrates the academic value of the great store of knowledge developed and accumulated by the F.B.I. Laboratory.

Our present program we feel is only the first step in a much larger and greatly needed academic program in Forensic Science. The attached draft proposal outlines our plans. It also emphasizes our need for your continued cooperation and technical assistance. This draft proposal, prepared by our Forensic Science Committee, shows the interest of our faculty in furthering the professionalization of law enforcement through undergraduate and graduate educational programs in a School of Forensic Science. I share this interest with them. We believe this is important for the preparation of future staff members of our nation's forensic science laboratories. Your long association with the University and the eminence of your F.B.I. Laboratory in the forensic science area make your participation in the establishment of a School of Forensic Science indispensable if it is to succeed.

Copy made for Tele. Rm.

6/15/70 *hew*

THE
GEORGE
WASHINGTON
UNIVERSITY

Washington, D.C. 20006

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DATE 2/2/02 BY Sp5/STK/RS

6-19-70 ILWC:JTB:MMN
 Mr. Tolson
 Mr. DeLoach
 Mr. Mohr
 Mr. Bishop
 Mr. Casper
 Mr. Callahan
 Mr. Conrad
 Mr. Felt
 Mr. Gale
 Mr. Rosen
 Mr. Sullivan
 Mr. Tavel
 Mr. Soyars
 Tele. Room
 Miss Holmes
 Miss Gandy

LAF. PROC.
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Exec Conf memo to Director 6/19/70

Mr. J. Edgar Hoover

- 2 -

June 11, 1970

I would like very much to discuss this undertaking with you after you have had an opportunity to review the enclosed proposal.

With my very best wishes,

Sincerely,


Lloyd H. Elliott

Enclosure

A few years ago, a faculty committee was appointed to construct a graduate program leading to an M. S. degree in forensic science. Its purpose was to enhance the legal and scientific capabilities of those forensic scientists whose experience and training qualified them for the designation of expert witnesses.

This committee devoted much time to this effort and held numerous consultations with some of the prominent forensic scientists of the F. B. I. Laboratory. The result of these efforts was the establishment of a graduate level, interdisciplinary curriculum with emphasis on law and science. No other institution offers such a program for the enrichment of the formal education of forensic scientists. Presently, there are about sixty students registered in this curriculum.

The uniqueness of this effort required the development of several new courses of which the one in forensic science is unusual in academic circles. The major fields of the registrants in this program cover the biological and physical sciences. In the individual case, it is reasonable to expect that a familiarity with the forensic application of the sciences other than his own is likely to be superficial. In order to extend the knowledge of the student into these other areas, a course is being given which introduces him to the principles and specialized

techniques of the various scientific disciplines which are used by forensic scientists in the investigation of physical evidence. Elements of chemistry, geology, serology, metallurgy and spectroscopy are parts of the contents of this course. Presently, it is being taught by staff members of the F. B. I. laboratories. Several faculty members of the university are attending the course and shall be responsible for its presentation during the next academic year.

Since the inception of this curriculum, continuous consultation has taken place between certain members of the university's forensic science committee and administrative heads of the F. B. I. laboratories. These discussions have been directed toward the expansion of the university's efforts in the general area of forensic science. Eminent forensic scientists have stressed the pressing need for the establishment of an undergraduate program leading to a B. S. degree in forensic science. Graduates of this plan would be specialists. It would be a source for meeting the nation's rising demand for forensic scientists. In the past, in the absence of a University program in this field, it has been desirable that a science graduate be hired by a crime laboratory and then placed in a one to three-year In-Service program until his competency in the specialized skills and techniques reach a level which would qualify him as an expert witness. In effect, therefore, existing crime laboratories had to be the "university" where such professional expertise was obtained.

Establishment of the proposed school on both undergraduate and graduate levels would meet a substantial part of this program and would greatly reduce, if not completely eliminate, the need for such further professional on-the-job education within the crime laboratory itself.

It is in response to this national need that the university has committed itself to the development of such a program. Since it will be professional and interdisciplinary in character and because there is no existing school or college in the university into which this plan may be suitably placed, a decision to establish a School of Forensic Science has been reached. Though the university will provide whatever resources it can, this objective cannot be reached without the long term financial support of the Federal Government and a continuous liaison with the F. B. I. Laboratory. One can project that such assistance will be required at least until the School becomes self-sustaining.

Especially during the initial, formative years of the School, it will have to depend upon the F. B. I. Laboratory staff for assistance in teaching certain techniques and skills which are not common to the traditional academic programs of the university. Further, their cooperation will be needed for the composition of written material which would be used

as teaching aids in the lecture and laboratory classes. This entire project must be regarded as uniquely innovative and a great challenge to an educational institution. A professional degree program is being created which is new and which has no precedent in the nation.

Director J. Edgar Hoover of the F. B. I. has commended and closely followed the efforts made in establishing the current graduate program in forensic science. Mr. Hoover's guidance and encouragement will be essential to successful development of a School of Forensic Science through a cooperative effort by the F. B. I. and the University in the years to come. No request for funding of the university's development program is expected or will be requested from Mr. Hoover and the F. B. I. Rather, it is contemplated that funds will be sought through sources already specifically established for such purposes by existing anti-crime legislation. The contribution being made and to be made by the F. B. I. in the future in sharing the scientific expertise possessed by F. B. I. Laboratory personnel serving as faculty and consultants is the assistance sought here. In addition, consultations should be had with the F. B. I. officials for guidance and evaluation as to the merits of proposals to be funded through the existing sources to verify the need for effort in the area under consideration.

In appropriate steps, it is the full intention of the School to expand the scope of its programs to include additional areas of forensic

interest. In fact, a separate committee has been appointed to look beyond the current focus on forensic science. For example, much needs to be done in the field of forensic psychiatry. The areas of computer technology, management and administration as they pertain to every facet of law enforcement must be regarded as matters of potential interest to the School of Forensic Science.

Graduate level programs which would involve laboratory research are of vital importance to the national law enforcement efforts. It will be an important function of the School of Forensic Science to carry on and coordinate active and vigorous research programs which are designed to improve existing experimental and investigatory procedures and to develop new methods for the examination of physical evidence.

Forensic science and law are inseparable in criminal cases. The National Law Center of the George Washington University has several faculty members who are teaching courses as part of the curriculum of our present graduate program in forensic science. These courses are oriented to the forensic scientist and their specialized nature points up the unique character of the relation between law and forensic science and emphasizes the necessity of continuing this close relationship. It is an area whose complexity and depth can only result progressively in an expansion in course offerings. Even now, this is clearly evident.

Through the efforts of those law faculty members who are a part of our present graduate program, a two-day seminar dealing with current topics in law and forensic science is to be given in May for a select group of participants.

The School of Forensic Science shall be the site of symposia, meetings and other professional activities where every element in law enforcement may be brought together for the purpose of exchanging views and to learn of recent developments.

Having already established a graduate level program in forensic science as a first step, the university's commitment is clear and the stage is set for the orderly implementation of the plans which have been presented here in general outline. A School of Forensic Science would bring to fruition the goal of many professionals who have believed that an academic center for forensic science is indispensable to the nation's efforts in law enforcement and the administration of justice.

The approval of FBI Director J. Edgar Hoover will be sought for the F. B. I. to participate in the manner outlined in the foregoing.

Mr. Tolson

June 18, 1970

The Executives Conference

PROPOSALS TO SMOOTH FLOW OF WORK
IN IDENTIFICATION DIVISION

The Executives Conference, consisting of Messrs. Tolson, DeLoach, Mohr, Bishop, Callahan, Conrad, Felt, Gale, Jenkins (for Casper), Rosen, Soyars, Sullivan, Waikert (for Tavel) and Walters, met on June 18, 1970.

Mr. Walters proposed two changes in order to accelerate a steady flow of work through all sections of the Identification Division.

I. DAY SHIFT HOURS

With anticipated increase of 400 in Ident personnel level plus accommodation of influx of June graduates, 90-day trial was proposed of changing day force working hours to 7:00 a.m. - 3:30 p.m. instead of present 8:00 a.m. - 4:30 p.m. Purpose is to eliminate one-hour overlap now between day force and night force from 3:30 p.m. to 4:30 p.m. (night shift hours are 3:30 p.m. - midnight). Crowded conditions in overlap period affect Card Index, Assembly, Recording, Fingerprint Correspondence and Technical Sections and trial proposed limited to these sections. Walters believes most employees will welcome change in summer months based on past experience when Ident working overtime. Mr. Mohr proposed amending trial period to 30 days and reporting results at close of that period and also during same 30-day period institute midnight shift (11:30 p.m. - 8:00 a.m.) on volunteer basis. The Conference unanimously recommended that the proposal as amended be adopted.

II. CURRENT-WORK DELINQUENCY

Present delinquency rule in Ident for processing fingerprint receipts is that they are delinquent if not answered within two days after date of receipt. Walters pointed out this rule last established 1941 and since then criminal fingerprint master cards have tripled as have daily receipts. Because of substantially larger sections of file, searches simply take longer. In 1969 there were only five days (2%) when there was no delinquency. For 45% of that year two days or more delinquency was reported. Accordingly, delinquency rule not now meaningful and creates a management problem in constant shifting of personnel and work in order to do earliest date first. Searchers and typists constantly lay aside what they are working on to start a different batch of work arriving at desk simply because it has earlier date. Also,

1 - Messrs. Beaver, Callahan, Casper

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10 JUL 27 1970

Director's Notation: O.K. REC-3 66-2554-12915

Executives Conference Memorandum
Re: PROPOSALS TO SMOOTH FLOW OF WORK
IN IDENTIFICATION DIVISION

undue emphasis is placed on locates to meet delinquency rule (average of 800 jackets out of file each day) which interferes with orderly flow of current work. Walters proposed a four-day delinquency rule, i. e. that prints be considered delinquent if not answered by fourth workday after receipt in Division. He pointed out Laboratory examinations presently have an eight-day delinquency rule and name check responses five day. Many prints are now answered within the first day after receipt and the change would not affect the actual response going out but would in fact decrease response time because of avoiding frequent interruptions of work handling. The heavy volume days would be balanced out against light volume days during the week and allow a more even flow of work through the Division. The change in the rule would have no effect on special request prints marked for wire responses or other urgent requests which are hand carried through the Division. No complaints have been registered on service and actual service not affected (only delinquency reporting rule). Walters on 6/17/70 surveyed 400 fingerprint cards at random, both criminal and civil, and found 11% had been taken by the police from 30 to 90 days before submission to FBI. Walters also proposed that his daily report show total work load in Division by dates to allow ready reference to total work situation as it exists each day.

This is not correct as to Laboratory for IJ use found

Director's Notation Mr. Tolson pointed out that recently the daily delinquency reports have indicated slightly less than a full day of work to clear the delinquency and accordingly recommended that the rule change be three days after date of receipt instead of four. Walters observed this condition only applicable to past two months and partially achieved through compensatory overtime but if staffing and recently achieved reduction in turnover remained stable the three-day change would be substantially beneficial. The Conference unanimously recommended that the delinquency rule for Ident be modified in accordance with the foregoing amended proposal, namely, that fingerprint cards be considered delinquent if not answered within three workdays after date of receipt in the Identification Division.

Director's Notation O.K.

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UNITED STATES GOVERNMENT

Memorandum

TO : The Director
FROM : The Executives Conference

DATE: September 18, 1970

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

SUBJECT: CONSERVATION OF FILING SPACE

ALL INFORMATION CONTAINED
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DATE 5-14-81 BY 6383 VST/ed

On September 18, 1970, the Executives Conference consisting of Messrs. Tolson, Mohr, Beaver, Bishop, Callahan, Casper, Felt, Gale, Rosen, Sizoo (for Brennan), Tavel, Walters, and White (for Conrad) considered two proposals to conserve filing space at Seat of Government.

First proposal was for destruction of Seat of Government files, index cards, and abstracts after five years in unknown subject routine criminal cases except for kidnaping, extortion, bank robbery, major cases, or retention specifically directed by supervisor. We have no current procedure to purge such files; however, after ten years they can be put on microfilm as personnel is available.

Survey conducted by Files and Communications Division reflects present rate of file expansion will completely exhaust capacity by January 1, 1972. If proposed destruction after five years is approved, date of reaching maximum file storage capacity would be extended to approximately January, 1973. The Conference was unanimous in favor of this proposal. If you approve, archival approval and coordinated destruction guidelines would be handled by Files and Communications Division.

Second proposal is to relieve field of responsibility of submitting reports to Bureau in routine unknown subject criminal type cases. This question was originally raised by Mr. Tolson, who recommended and the Director approved study and evaluation by Inspection Division.

Mr. Felt recommended adoption. He pointed out Manual of Rules and Regulations currently provides that in certain routine high-volume criminal categories such as Interstate Transportation of Stolen Motor Vehicle, Theft of Government Property, Crime on Government Reservations, et cetera, reports need not be submitted to Bureau for 90 days after receipt except in cases in which the loss amounts to \$50,000 or more or unless some special reason exists such as major case, unusual public interest, or any other factor making it obvious Bureau should be advised. New proposal would give field option of not submitting reports to Bureau in routine unknown subject cases regardless of length of time case has been pending. Felt emphasized existing guidelines would be applied to insure Bureau would be advised when necessary.

Mr. Tavel pointed out not only is it question of file space but clerical personnel have to file this material in the first place as well as destroy it after five years.

1 - Messrs. Casper, Beaver
WMF:wjm (5)

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cc 66-3256

TO

Executives Conference Memorandum
Re: Conservation of Filing Space

Mr. Rosen objects to the recommendation since it would be an additional step in the decentralization of control of cases at the Seat of Government (SOG) which produce the bulk of the Bureau's convictions. The requirement that a report be sent to Bureau after investigation has been pending 90 days gives some degree of control on the field at SOG to assure (1) unnecessary cases are not being worked in the field which should be closed; and (2) all cases including those involving unknown subjects are being given investigative attention commensurate with the situation and in accordance with approved administrative procedures. Under the 90-day provision, the volume of reports in these specified categories has been reduced. However, if the 90-day rule is not applied to unknown subject cases there will be no SOG control to insure these cases are receiving adequate and appropriate investigative attention. Mr. Rosen strongly recommends there be no change in the current policy involving these categories that produce the bulk of the Bureau's convictions.

Mr. Felt advised there would be no significant dilution of supervision at Bureau or decentralization of control. On the contrary it would permit more attention to cases with prosecutive potential. Conviction potential of unknown subject cases within proposed guidelines is practically nil. Furthermore, this matter would be very closely checked into during inspections to insure unnecessary cases not being worked and all being given investigative attention. This would be little extra work for Inspectors. Current rules require copy of every memorandum closing any case on authority of SAC must be placed in control file for review during inspection. Unknown subject cases closed administratively after 90 days would be handled same way. Proposal is simple and logical extension of what we are already doing under the 90-day rule with resultant savings in personnel as well as filing space.

With exception of Mr. Rosen, all were in favor of adoption. If you approve, instruction to field will be handled by General Investigative Division.

Respectfully,
For the Conference

✓
Clyde Tolson

GK.
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UNITED STATES GOVERNMENT

Memorandum

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

TO : The Director

DATE: August 26, 1970

FROM : The Executives Conference

SUBJECT: DESTRUCTION OF FILES, INDEX CARDS AND ABSTRACTS IN UNKNOWN SUBJECT THEFT FROM INTERSTATE SHIPMENT CASES AFTER TEN YEARS

grm
g/1

Handwritten initials and scribbles

The Executives Conference consisting of Messrs. Tolson, Sullivan, Mohr, Bishop, Brennan, Callahan, Conrad, Felt, Gale, Rosen, Tavel, McDaniel for Walters, Beaver, Soyars and Casper considered a suggestion of destroying files, index cards and abstracts in all unknown subject cases in the Theft From Interstate Shipment classification at the Seat of Government which have been open ten years or more.

It was explained that the suggester, a clerical employee formerly in the Files and Communications Division, pointed out there were 73 drawers of files in this category in the Records Division and he estimated that about one half of each drawer was made up of unknown subject cases. He estimated that purging of these files would provide additional filing space representing approximately 5,000 unknown subject cases. Space would also be gained in the Bureau indices by purging approximately 10,000 related index cards, as well as destroying abstracts in the Numbering and Service Units of the Files and Communications Division. He also suggested that in unknown subject cases in this classification on microfilm that they likewise be deindexed. He estimated that the space recovered in the Filing, Numbering, Service and General Index Units would be saved and expense for the purchasing of six additional filing cabinets would be saved.

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EX-111 REC-47 66-2554-12938

The Files and Communications Division favored the adoption of the suggestion pointing out that the Bureau and Archival authority had been obtained for destruction of unknown subject case material in Interstate Transportation of Stolen Motor Vehicle cases and Sabotage of Aircraft and Destruction of Aircraft and Motor Vehicle cases. after they had been retained for the ten-year period. Similarly, Archival authority for destruction of this material would have to be obtained according to law.

- 1 - Mr. Sullivan
- 1 - Mr. Beaver
- 1 - Mr. Casper
- 1 - Mr. Felt
- 1 - Mr. Rosen
- 1 - Mr. Tavel
- 1 - Mrs. [redacted]

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Executives Conference Memorandum to The Director
Re: Destruction of Files, Index Cards and
Abstracts in Unknown Subject Theft From
Interstate Shipment Cases after Ten Years

The General Investigative and Inspection Divisions relative to this suggestion recommended that since the Statute of Limitations is five years, there was no need to maintain this material for more than five years and they recommended initially that this material be destroyed after it was maintained at the Seat of Government five years.

The General Investigative Division has since the receipt of this initial suggestion submitted two additional suggestions recommending that unknown subject cases in the Crime on Government Reservation and Interstate Transportation of Stolen Property statutes also be destroyed in five years.

Mr. Casper recommended that in all general crime-type cases with an unknown subject character we destroy the files, index cards and abstracts after the case is five years old except in Kidnaping, Extortion, Bank Robbery, Major Cases and those cases where specific authorization for retention is recommended by supervising official.

Mr. Tolson raised the question as to why the Bureau receives this material in these cases in the first instance. It was explained that in many instances, under the 90-day reporting rule, cases opened in the field under these categories are never sent to the Bureau, in that, they are closed upon the authority of the Special Agent in Charge. Those cases that remain open more than 90 days are submitted to the Bureau and reviewed by clerical reviewers and in some instances by Agent Supervisors in order to tie in an unknown subject case in one area with an unknown subject case in another area by similarity and modus operandi, etc.

Mr. Rosen objected to the broad application of the destruction of this material to all major crime cases with the exceptions noted until he had time for further study.

Mr. Mohr recommended that Mr. Felt look into the need for the Bureau being supplied with information in these unknown subject cases and also the possibility of applying the destruction of files, index cards and abstracts to unknown subject cases in all of the general crime categories with the exceptions previously noted. Mr. Tolson and the Conference concurred with this recommendation.

Executives Conference Memorandum to The Director
Re: Destruction of Files, Index Cards and
Abstracts in Unknown Subject Theft From
Interstate Shipment Cases after Ten Years

With the Director's approval, Assistant Director Felt will determine the need for the Bureau being furnished with mail in these unknown subject general crime cases and, secondly, will determine the feasibility of destroying the mail, index cards and abstracts in all general crimes classifications with the exceptions noted in the memorandum after they have been maintained at the Seat of Government for five years.

Respectfully,
For the Conference

OK.
AM
✓
Clyde Tolson

RM
WBS

The Director

October 13, 1970

The Executives Conference

*AMMUNITION TO BE ISSUED BY DEPARTMENT OF TRANSPORTATION TO SKY MARSHALS

SYNOPSIS

Executives Conference considered the advisability of permitting ~~FBI Agents~~ while traveling aboard aircraft as Sky Marshals or on official business to use the controlled expansion ~~high-velocity~~ bullet now being issued to Sky Marshals by Federal Aviation Agency (FAA) in connection with their official duty assignments. In May of 1968, Bureau prohibited this type of ammunition by SAC letter since it was causing excessive chamber pressures in revolver and could be classified as a "dum dum" type bullet. Subsequently major ammunition manufacturers put on the market similar bullets and eliminated excessive chamber problem. Police are using this ammunition since it has greater stopping effect and less problems of ricocheting. By letter 9/10/70 to Mr. Peter M. Flanigan, Assistant to the President, we in response to his request furnished considerable information concerning the training of Sky Marshals including recommending a lightweight frangible projectile. We had in mind the hollow-point controlled expansion-type ammunition described above. The Director on a news article concerning this ammunition asked "Just what is this ammunition?". We have tested this ammunition and compared it with our service ammunition. We find that it has greater stopping power; it expands when in contact with a board or clay whereas our service ammunition has greater penetrating power and does not expand upon contact. Casper stated that in a controlled limited area such as on an airplane the controlled expansion-type bullet will lodge in the person it hits whereas our service ammunition would go through this person, possibly hit another or even damage the airplane. Mr. Mohr disagreed, stating that the ~~Super-Vel~~ bullet would inflict a disastrous wound and that it is a "dum dum" type bullet. Mr. Felt added that he did not know how big a hole this type of bullet would make in the fuselage of an airplane and the possible decompression. FAA has indicated that a one-inch hole in the fuselage would have no effect on the cabin pressure. FAA has issued this type of ammunition for use on aircraft by Sky Marshals. Messrs. Tolson, Mohr, Bishop, Brennan, Callahan, Conrad, Felt, Gale, Malley for Rosen, Waikart for Tavel, and Walters were opposed to our Agents carrying this type of ammunition on aircraft.

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Enclosures (4)
 1 - Mr. Beaver
 1 - Mr. Casper
 JJC/hcv
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10 OCT 26 1970

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Memo The Executives Conference to The Director
Re: Ammunition to be issued by Department of
Transportation to Sky Marshals

SYNOPSIS (continued)

Messrs. Beaver, Soyars and Casper were in favor of our Agents carrying this type
of ammunition (controlled expansion) on aircraft while on official duty.
"dum dum"

The Conference will be guided by the Director's wishes.

Respectfully,
For the Conference

Clyde Tolson

I share Majority View
H

**Memo The Executives Conference to the Director
Re: Ammunition to be issued by Department of
Transportation to Sky Marshals**

DETAILS

The Executives Conference, on the morning of 10/13/70, consisting of Messrs. Tolson, Mohr, Bishop, Brennan, Callahan, Conrad, Felt, Gale, Malley for Rosen, Waikart for Tavel, Walters, Beaver, Soyars and Casper, considered the type of ammunition to be issued to our Agents who are acting as Sky Marshals or while traveling on official business on airplanes.

The Conference was advised that by SAC Letter dated May 21, 1968, we instructed our Agents not to carry in their weapons ammunition with hollow-point projectile or which could be classified as "dum dum" bullets. The basis for these instructions was that the Super-Vel Cartridge Company had issued 110-grain, hollow-point bullet which had a mushrooming effect on striking flesh and, secondly, we had heard reports of excessive chamber pressure of this new high-velocity bullet and, therefore, to avoid accidents and adverse publicity we recommended that we not use this type of bullet.

By way of definition, "dum dum" resulted from the British Army at the end of the 19th Century filing off rifle bullets in order to have greater stopping effect. Article 23 of the Hague Regulations in 1899 prohibited the use of bullets which expanded or flattened easily in the human body, such as bullets with a hard envelope which do not entirely cover the core or are barred with incisions. These were generally defined as "dum dum" bullets. It was explained that under this definition we can say that most of our sporting ammunition is of a "dum dum" type. We can say that our current service load is in violation of the Hague Regulations. We could also say that the hollow-point ammunition is a controlled-expansion bullet rather than a "dum dum" bullet in the true sense; however, under the popular conception of "dum dum" a hollow-point bullet is considered as "dum dum" ammunition. The rifle slug, for example, is an inverted hollow-point and certainly could be considered as "dum dum" type ammunition.

In our Police Administrators' Firearms courses the police presented many favorable arguments for the use of the hollow-point because of its stopping effect and because it did not have the same ricocheting effect as the current service load. Quantico staff has been researching this problem since that time.

By letter dated September 10, 1970, we advised Mr. Peter M. Flanigan, Assistant to the President, concerning the training to be afforded Sky Marshals on

**Memo The Executives Conference to the Director
Re: Ammunition to be issued by Department of
Transportation to Sky Marshals**

aircraft and recommended that a projectile of a lightweight, frangible type be utilized in the weapons. We were referring to the Super-Vel type cartridge; however, it is to be noted that Remington and Winchester also make a short controlled expansion-type bullet.

The Director on a news article appearing in the New York Daily News of October 3, 1970, concerning the ammunition being issued to the Sky Marshals asked the question, "Just what is this ammunition?". We determined from FAA that this is a Super-Vel ammunition referred to above. We conducted tests with this Super-Vel ammunition and our own service ammunition. When fired into a steel plate both bullets fragmented similarly. When fired into pine boards the service ammunition had greater penetrating power. When fired into an eight-inch block of modeling clay the service ammunition went through the modeling clay and lodged in a backup sand bag. The Super-Vel ammunition stopped after traveling 4-1/2" to 5" in the clay but had a mushrooming effect in that it increased the size of the hole. See attached pictures.

Casper in his presentation contends that in the controlled, limited area aboard an airplane the controlled expansion-type bullet will stay in its victim and have a greater stopping effect as contrasted with our service ammunition which could go through the victim and injure another person or even possibly hit a vital part of the airplane. For this reason Casper recommended Agents acting as Sky Marshals or traveling on official duty be permitted to use the controlled expansion ammunition on aircraft. Mr. Mohr disagreed, stating that anyone struck with a Super-Vel type bullet (controlled expansion) would receive a disastrous wound. He pointed out that if an Agent had been shot in the knee by a criminal using Super-Vel ammunition, the Agent may lose his leg. Similarly, he stated if the Brinks guard had shot the hijacker with a Super-Vel type bullet he would have killed the hijacker. Casper agreed with Mr. Mohr's position but also pointed out that we use the rifle slug under certain conditions and this slug produces a massive wound. See pictures attached of fugitive killed by Bureau Agent.

Mr. Felt agreed with Mr. Mohr and also added that he did not know how big a type of hole this bullet would make in the fuselage and the extent of possible decompression. Casper advised that Mr. [redacted] Intelligence and Development Branch, Air Operations Security, FAA, stated that a one-inch in diameter hole would have absolutely no effect on the pressure within the cabin. While we have not actually fired our own ammunition or the Super-Vel into the side of an aircraft on a test basis, based upon FAA's statement we have no reason to believe that either bullet, if it penetrated the cabin, would endanger the safety of the plane, noting that FAA has issued the controlled expansion bullet for use of the Sky Marshals.

b6
b7c

Memo The Executives Conference to the Director
Re: Ammunition to be issued by Department of
Transportation to Sky Marshals

It was the general consensus of the Conference that because the controlled expansion-type bullet would inflict a more serious wound and because it can be considered as a "dum dum" type bullet it not be issued.

Messrs. Casper, Beaver and Soyars voted in favor of using the controlled expansion bullet to our Agents for use only while traveling on aircraft in connection with official business.

The Conference will be guided by the Director's wishes.

UNITED STATES GOVERNMENT

Memorandum

TO : THE DIRECTOR

DATE: 10-22-70

FROM : CLYDE TOLSON

SUBJECT: EXECUTIVES CONFERENCE - 10/22/70

| | |
|------------|---|
| Tolson | ✓ |
| Sullivan | ✓ |
| Mohr | ✓ |
| Bishop | ✓ |
| Brennan | ✓ |
| Callahan | ✓ |
| Conrad | ✓ |
| Felt | ✓ |
| Gale | ✓ |
| Rosen | ✓ |
| Tavel | ✓ |
| Walters | ✓ |
| Soyars | ✓ |
| Tele. Room | ✓ |
| Holmes | ✓ |
| Gandy | ✓ |

HANDLING OF INCOMING TELEPHONE CALLS BY OFFICIALS AND SUPERVISORS

Those in attendance at the Conference today included Messrs. Mohr, Sullivan, Bishop, Brennan, Callahan, Jenkins for Casper, Conrad, Felt, Gale, Rosen, Tavel, Walters, Beaver, and Soyars.

I informed the Conference that there had been a recent instance wherein a call was placed to an Assistant Director by name and the secretary inquired as to who was calling before she announced the call. I issued instructions that henceforth secretaries are not to inquire as to the identity of the caller and calls are to be immediately handled by Assistant Directors, as well as all other supervisory personnel who have secretaries answering their telephones.

RRB:crt
(16)

- 1 - Mr. Mohr
- 1 - Mr. Sullivan
- 1 - Mr. Beaver
- 1 - Mr. Soyars
- 1 - Each Assistant Director

Right

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MR. TOLSON

October 9, 1970

THE EXECUTIVES CONFERENCE

SECURITY OF RESIDENT AGENCIES

The Executives Conference on October 9, 1970, consisting of Messrs. Tolson, Sullivan, Mohr, Beaver, Bishop, Brennan, Callahan, Casper, Conrad, Felt, Gale, Rosen, Soyars, Tavel and Walters, considered the security of our Resident Agencies (RAs).

On September 11, 1970, the Executives Conference recommended installation of burglar alarms in 167 key RAs and purchase of fire proof safe-type cabinets for each of our 532 RAs. Mr. Tolson suggested and the Director approved that Inspection Division consider this very carefully.

Mr. Felt reported on the results of his survey. He said Laboratory feels most suitable equipment is silent alarm to connect directly with police headquarters over existing telephone lines. As contrasted with the audible alarm which is intended to frighten intruders away, silent alarm is designed to result in apprehension as well as provide security. Most of such equipment can be installed by Bureau personnel.

All Special Agents in Charge (SACs) were requested to submit recommendations. Burglar alarms were recommended for 173 RAs. SACs also recommended 387 safe-type cabinets for 298 RAs (49 RAs now have vaults and 76 have safe-type cabinets).

Each recommendation, and the justifications therefor, have been very carefully reviewed by Inspection Division which recommends immediate installation of 83 burglar alarms. Total cost of alarms would be \$37,350.

Mr. Felt pointed out that in arriving at figure of 83 as contrasted with 173 recommended by SACs, geographical location was primary consideration. In key areas such as Northeast, Midwest and Pacific Coast, substantially all of the recommendations made by SACs were found justified, except where blanket coverage of all RAs requested. Mr. Felt also pointed out, except in the South, most RAs recommended by SACs for alarms but not concurred in by Inspection Division, will be protected with safe-type cabinets. 1 - Messrs. Sullivan, Mohr, Beaver, Callahan, Casper, Conrad. WMF:wmj (8)

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Executives Conference Memorandum
Re: Security of Resident Agencies

Mr. Felt also recommended purchase of 159 fire proof safe-type cabinets for 115 RAs at an estimated cost of \$127,200. The proposed burglar alarms and safe-type cabinets, together with existing vaults and safe-type cabinets, will give us excellent security in 244 RAs. Mr. Felt pointed out that a calculated risk was involved in not providing security for all 532 RAs but he emphasized cost would be excessive at this time. He recommended funding for his proposal (\$164,550) be provided by deferring Laboratory equipment purchases. This is an emergency phase and additional alarms and safe-type cabinets can be considered when funds are available.

Mr. Felt recommended immediate installation of 83 burglar alarms in key RAs selected by Inspection Division and immediate purchase of 159 safe-type cabinets for 115 RAs. If approved, to be implemented by Administrative Division with guidance and installation instructions for burglar alarms to be provided by Laboratory.

The Executives Conference unanimously approved these recommendations and Mr. Tolson instructed that when the Director's approval was received, this matter must be given top priority and expedited in every way.

I concur.
H

Mr. Tolson

October 22, 1970

The Executives Conference

FIELD
SECURITY OF HEADQUARTERS OFFICES

The Executives Conference of 10-22-70 consisting of Messrs. Tolson, Sullivan, Mohr, Bishop, C. D. Brennan, Callahan, Jenkins for Casper, Conrad, Felt, Gale, Rosen, Tavel, Walters, Beaver and Soyars considered a suggestion from the SAC at Tampa that because of the increase of terrorist and harassing tactics on the part of New Left and militant Negro groups, the Bureau might want to consider having the reception rooms of headquarters offices equipped with some kind of concealed camera so that receptionists could activate the camera in a questionable situation and obtain identifiable photographs of the individuals involved.

The conference was informed that the suggestion was prompted by the appearance in the Reception Room of the Tampa office of two Negro males who stated to the receptionist "Loan me \$100." When informed the FBI did not loan money he queried, "Don't you loan black people money?" He was informed, "We loan money to nobody." When the receptionist requested these individuals to await the arrival of an Agent in order that his questions could be answered, the individual stated, "No we would probably be arrested," and both individuals departed. Immediate attempt to locate these individuals in the Tampa Federal Building by Agents were fruitless. The SAC felt that had a camera been installed in the Reception Room and activated photos of the individuals could have been obtained for possible future identification. The SAC further reported that the receptionist did not alert through the alarm system available in all offices to reception personnel the presence of anyone in the Reception Room which would have summoned the SAC or supervisory personnel to her assistance, as at the moment she did not feel such was needed and the thought occurred to her only after their departure.

The conference was further informed that the estimated cost of installing the type camera desired was \$100 each. It was pointed out that a minimum of two cameras in each Reception Room would be necessary in order to insure the obtaining of pictures. It was further pointed out that even with the installation of these cameras it would still be a matter of judgment and alertness on the part of the reception personnel to activate the camera.

NPC:jlk (5)
1 - Mr. Beaver
1 - Mr. Casper

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Executives Conference Memorandum
RE: SECURITY OF HEADQUARTERS OFFICES

The conference was unanimous in its recommendation that these cameras not be installed in view of the already existing alarm system that is available to the receptionist and the reliance upon the receptionist's judgment as to when it should be activated and the same would apply with regard to activating the camera. It is felt that this was an isolated instance and that the cameras would add no additional protection to that already available to reception personnel.

*I Concur
JH*

MR. TOLSON

9-11-70

THE EXECUTIVES CONFERENCE

SECURITY OF RESIDENT AGENCIES

The Executives Conference of September 10, 1970, consisting of Messrs. Tolson, Mohr, Donahoe (for Sullivan), Bishop, Sizoo (for Brennan), Casper, White (for Conrad), Felt, Gale, Rosen, Tavel, Walters, Beaver and Callahan considered the most feasible and practical manner in which to secure our Resident Agency space in light of the recent break-in of our Resident Agency office in Rochester, New York, over the past weekend.

There are a total of 531 Resident Agencies throughout the Bureau's service, 10 of which do not have office space from which the Resident Agent functions, but utilizes his residence. (Continuing efforts are being made to locate office space for these Resident Agencies.) Thus 521 Resident Agencies are located in Federal or commercial office space and of this number there are 134 Resident Agencies where there are 5 or more Special Agents assigned and an additional 33 Resident Agencies with less than 5 agents at which Bureau records dealing with security index subjects, personnel assigned, and the like, are stored at emergency relocation sites. Members of the Conference were advised that to install burglar alarm systems in the 521 Resident Agencies occupying office space would cost \$328,230, \$250,080 of which would be an annual recurring charge, assuming the alarm could be sounded over a leased telephone line to a terminal at the local police department or sheriff's office. The remaining \$78,150 is the estimated cost to have the necessary wiring installation and parts furnished and installed by a commercial burglar alarm company such as ADT, Mosler Safe Company and the like. In the event a telephone terminal is not available on the police department's or sheriff's office switchboard, it would be necessary to obtain an automatic dialing device to be connected to the burglar alarm system which when triggered would automatically dial the police department or sheriff's office and could be wired so that an additional number, such as that of the Senior Resident Agent, would next be dialed and a recorded message announcing the tripping of the burglar alarm system would be transmitted to the person called. Such automatic dialing devices are purchased outright at a cost of \$250 to \$350 and were these to be installed in the 521 Resident Agencies in office space the cost would total \$234,450 as follows:

- 1 - Mr. Beaver
- 1 - Mr. Casper
- NPC:pmd/jlk (5)

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Executives Conference Memo

\$78,150 for installation of the burglar alarm system; and \$156,300 for the purchase of the automatic dialing device. These devices could be rented rather than purchased, which would reduce total cost to \$203,190 (\$78,150 for installation of alarm and \$125,040 for rental of device, which includes maintenance.).

In addition, it was considered advisable that all Resident Agencies be equipped with fireproof, safe-type file cabinets in which to store vital records such as Bureau serials, and other records pertaining to informants, side arms of agents assigned to the Resident Agencies and other vital Bureau material that should not fall into the hands of New Left or extremist types. While some Resident Agencies are already equipped with these cabinets, records maintained at Seat of Government do not segregate the assignment of such cabinets to the Resident Agencies and a survey would have to be made to ascertain the number required to furnish each of the 531 Resident Agencies with these fireproof safe-type cabinets. The cost of a 4-drawer cabinet of this type is \$614 each and a 2-drawer cabinet costs \$383.67 each.

The Conference considered from the sake of vulnerability to attack that implementation be given to installing burglar alarm systems immediately in the 167 Resident Agencies made up of the 134 with 5 or more agents assigned and the 33 where emergency relocation records are maintained. It was the feeling of the conferees that these larger Resident Agencies would more likely be the targets of attack by militants and the extremists if they were bent on securing information with regard to informants or weapons as they are generally located in the more heavily populated cities and would be more likely to have records concerning informants and New Left and extremist groups maintained on their premises, along with the attraction of the fire power available by theft where the persons breaking in were bent on arming themselves as well at the expense of the Bureau.

The Conference was of the unanimous opinion that burglar alarm systems be installed in 167 Resident Agencies, made up of the 134 Resident Agencies with 5 or more agents assigned and the 33 Resident Agencies with less than 5 agents at which Bureau records are stored for emergency relocation sites, at an estimated cost of \$105,210 if leased-line system used or \$75,150 if automatic dialing device is purchased and used; or \$65,130 if automatic device is rented in lieu of purchase. In addition, it was felt the Special Agents in Charge should be required to submit recommendations with respect to the balance of the Resident Agencies in their territory with less than 5 Special Agents as to the need for burglar alarm systems with emphasis being placed on having such systems installed in those Resident Agencies located in areas where they would be susceptible to attacks by militant groups from colleges and universities in the vicinity.

Executives Conference Memo

The Conference was also unanimous in furnishing each Resident Agency not already so equipped with fireproof, safe-type cabinets in which to store vital Bureau documents such as serials, records relating to informants, manuals, firearms, and the like.

Finally, the Conference was unanimous in recommending the installation of the burglar alarm system be performed by qualified commercial concerns who have the necessary equipment and parts readily available and who would maintain the system after its installation in the event of malfunction.

In the event the Director approves, an appropriate SAC Letter will be prepared carrying forth the above Conference recommendations.

*I suggest Mr. DeLoe
Consider this very
carefully
J. Conner
H*

The Director

October 22, 1970

The Executives Conference

FUGITIVE APPREHENSIONS

On October 22, 1970, the Executives Conference, consisting of Messrs. Tolson, Mohr, Sullivan, Bishop, C. D. Brennan, Callahan, Conrad, Felt, Gale, Rosen, Tavel, Walters, Beaver, Soyars and Jenkins for Casper, considered the following matter:

On October 17, 1970, Miami Agents investigating an Escaped Federal Prisoner (FBI jurisdiction), who was a narcotics wholesaler in Southeastern United States, conducted a raid jointly with Agents of the Bureau of Narcotics and Dangerous Drugs based upon information obtained from a confidential informant of the Bureau of Narcotics and Dangerous Drugs. Since the subject was a narcotics dealer, the Bureau of Narcotics and Dangerous Drugs also had jurisdiction. As a result of this raid the subject was killed, the landlady wounded critically and two Narcotics Agents wounded. As a result of this raid, the Director stated "Henceforth there are to be no joint raids,"

The Training Division by memorandum J. J. Casper to Mr. Mohr dated October 20, 1970, respectfully requested the Director's permission to discuss this matter at the Executives Conference on October 22, 1970, pointing out our current regulations which state that Agents and U. S. Marshals should not make joint arrests except where emergencies and the demands of the service leave no alternative and that state and local authorities are not to be requested to assist in making arrests in cases investigated entirely by the FBI unless their services are actually needed to insure the apprehension. The regulations further state that in violations reported by the local police or when local authorities have assisted in the investigation it is proper for the arrests to be made jointly by the police and the FBI. The regulations specifically state that Bureau authority should be obtained before any deviation from this policy. The Director approved this matter being discussed at the Executives Conference but stated he would not agree to any joint raids with Narcotics Agents.

The pros and cons of this matter were discussed at the Conference, it being noted that in many violations within the jurisdiction of the FBI, such as bank robbery, state, county and local police agencies have concurrent jurisdiction. It was pointed out that because of our good relations with the local police and where they help us solve the case working jointly, the subjects are turned over to the FBI for prosecutive action. It was noted that if we adopted a policy of telling the local

- 1 - Mr. Beaver
- 1 - Mr. Casper

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Memo from The Executives Conference
to The Director
Re: Fugitive Apprehensions

police who have worked with us jointly on the investigation of a case that once the case is solved we will make the arrest and not let them participate, we would soon destroy local police relations. It was noted that in many instances where time is of the essence and a raid is to be conducted in a remote area far from one of our field offices we will only have two or three Agents available and in these instances it is necessary for them to enlist the aid of local law enforcement officers in conducting a raid.

I share this view. H

Messrs. Tolson, Felt, Soyars and Beaver voted that the present rule of permitting joint raids with local police authorities, when they have reported violations to us or have assisted in the investigation, remain in effect with the exception of the use of Agents from the Bureau of Narcotics and Dangerous Drugs.

Messrs. Mohr, Sullivan, Bishop, Brennan, Callahan, Conrad, Gale, Rosen, Tavel, Walters and Jenkins for Casper voted that the present rule be retained with the exception that no joint raids with Narcotics Agents be conducted without prior Bureau authority.

This matter is submitted for your consideration.

Respectfully,
For the Conference

✓
Clyde Tolson



MR. TOLSON

October 29, 1970

The Executives Conference

MISSING PERSONS PROGRAM

On October 29, 1970, the Executives Conference, consisting of Messrs. Tolson, Mohr, Sullivan, Bishop, Brennan, Callahan, Casper, Conrad, Felt, Gale, Rosen, Tavel, Walters and Beayer, considered the following matter:

BACKGROUND

In approving discontinuance 10/23/70 of publication of wanted notices on fugitives in the Law Enforcement Bulletin Insert (per recommendation arising from survey of field conducted by Identification Division) the Director raised the question of need to include missing person notices in such insert (their exclusion would obviate the insert entirely). Subsequently, the Director ruled on exclusion of missing person notices in the insert. At the same time, in connection with incoming Congressional requests to place notices in our files on missing relatives of constituents, the Director has indicated that though we have done so in the past, we cannot use our personnel to locate missing persons as basically we are not required to do so and more and more requests are being made.

CONFERENCE DISCUSSION

Conference consideration was addressed to the public relations impact, particularly in the Congress, to a complete withdrawal of our service in posting missing persons notices at Ident compared to savings to be achieved thereby. Basic points reviewed were:

1. Strong likelihood of a mass of letters pleading for restoration of this historic service (in effect since 1933) from Members of Congress and law enforcement agencies -- both groups being thoroughly familiar with the service. While volume in the past year has grown from an average of 5 requests per day to an average of 6, about 20% or slightly more than 1 per day are from Congressmen who are responding to a constituent's plea.

- 1 - Mr. Beaver
- 1 - Mr. Casper

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Executives Conference Memorandum
Re: Missing Persons Program

2. Placing of missing persons' stops and related correspondence represents 50% of the work performed by a unit at Ident composed of 7 clerks. Abandoning the program would thus save the equivalent of 3 1/2 clerks. Justification to the Congress which has just provided additional funds for 400 clerks for Ident would be difficult to support (missing persons' notice placed this month for Bob Sikes, D-Florida, of House subcommittee with jurisdiction over FBI appropriation).

3. Substantial public relations value is realized from the program. It is used in speeches and reprint articles from Law Enforcement Bulletin to describe humanitarian service rendered. For many citizens, the finding of a long-lost relative is the only contact with the FBI in their lives. Numerous emotional letters of deep gratitude are received. We perform other similar services which are not required of us, e. g., processing non-Federal applicant prints, disaster services, checking boy scout prints for merit badges, etc.

4. Law enforcement agencies, the White House and Members of Congress would still be entitled to a name check of our records and to any information found -- the placing of a stop is only little added work. (Memorandum E. A. Tamm to Director 12-21-36 reviewed question of policy and Departmental approval on continuing to furnish results of checks of Ident records to Congressmen. Tamm reported opinion of Judge Holtzoff that they were officials of the Government and their entitlement to such records the same as any other duly accredited Government representative.)

5. Policy governing the program is strictly adhered to, e. g., no active investigation, person missing less than 7 years, established relationship (no domestic involvements).

The Conference unanimously recommended that although we discontinue publication of Law Enforcement Bulletin Insert, we continue to place stops in Ident on missing persons in accordance with established policy. Mr. Tolson observed he voted for this recommendation only as a result of learning that the work involved was handled by 3 1/2 clerks.

O.K.
H V.

Mr. Tolson

October 13, 1970

The Executives Conference

AIRCRAFT HIJACKINGS
CRIME ABOARD AIRCRAFT MATTERS

The Executives Conference, consisting of Messrs. Tolson, Mohr, Bishop, Brennan, Callahan, Conrad, Felt, Gale, Malley for Rosen, Waikart for Tavel, Walters, Beaver, Soyars and Casper, considered on October 13, 1970, the necessity of conducting appropriate firearms tests on aircraft tires at the FAA facilities at Atlantic City, New Jersey, in order that the FBI could fulfill its responsibilities under the Delimitations Agreement we have reached with the Federal Aviation Administration concerning crimes aboard aircraft.

It was pointed out that by memorandum dated September 28, 1970, authority was requested to discuss with FAA the problem of disabling aircraft while on the ground in order that the FBI could fulfill its responsibilities under the Delimitations Agreement. The Director approved on this memorandum that representatives of the Training, Laboratory and General Investigative Divisions talk to the Federal Aviation Administration concerning these problems. As a result of this discussion it was learned that FAA had not conducted any tests utilizing firearms on aircraft tires; however, they had the National Air Facilities Experimental Laboratory in Atlantic City, New Jersey, where they recommended would be an ideal place to conduct these tests since they have all the facilities including the tires and the airplanes and the capacity for simulating the weight of aircrafts on these tires. They said that these facilities were completely safe with appropriate bullet traps. It was recommended that representatives from the Training, Laboratory and General Investigative Divisions assist in conducting tests at the Atlantic City facilities. The Director disapproved and stated that any tests were to be made at Quantico.

The Conference was advised that in order to properly conduct these tests we would have to acquire about 20 to 25 aircraft tires at a cost of approximately \$500 each and to secure the necessary wheels and landing carriages. They were also advised that the heavy-duty equipment would be needed to transport these items for testing purposes, it being noted that Boeing 747 has 18 tires. We would have to determine how many of these we would have to deflate and what type of ammunition we would have to use in order to demobilize the airplane.

- 1 - Mr. Casper
 - 1 - Mr. Beaver
- JJC/hcv

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100-491-58

Memo The Executives Conference to Mr. Tolson
Re: Aircraft Hijackings
Crime Aboard Aircraft Matters

Mr. Mohr stated that the FAA has the responsibility to have this information in order to stop an airplane on the runway while we have to have this information to stop an airplane on the ground. He stated that the FBI could be seriously embarrassed if it were to be determined that we were conducting the same experimentation separately when it could be done at the one facility where all of the necessary equipment is available to conduct the tests under the conditions that we will encounter. Mr. Mohr recommended that we contact General Davis who is in charge of the Sky Marshal Program and who recently left as head of the Cleveland Police Department because he did not agree with the Mayor of that city. We would be able to work effectively with him and get the job done in the shortest possible time because our Agents need this information now.

It was the unanimous concurrence of the Conference that we contact General Davis and arrange for these tests to be conducted with FBI participation so that we can properly fulfill our responsibilities under the Memorandum of Understanding.

I do not want participation
in these tests by the FBI.
It is up to Davis to have
them made and advise
me of the results

Mr. Tolson

11-5-70

The Executives Conference

TELEPHONE SERVICE TO NEW YORK

The Executives' Conference met 11-5-70 and consisted of Messrs. Tolson, Sullivan, Mohr, Bishop, Brennan, Callahan, Casper, Conrad, Felt, Gale, Rosen, Tavel, ^{Sovars} and McDaniel for Walters. Mr. Tolson pointed out that the Director, while in New York during the last several days, had found the line busy on several occasions while trying to reach the Bureau and instructed that calls over our New York leased line be kept to the minimum necessary.

It was pointed out that we previously had two leased lines to New York but that one was discontinued after we began using the Federal Telecommunications System (FTS), a nationwide network connecting all Government agencies. Calls on that system cost 90 cents each. The leased line costs \$121 a month. Twenty-five (25) to 30 calls a day are placed from the Bureau to New York over the leased line. We do not have any figures as to how many calls are placed over the line by New York. Any additional calls are placed over the FTS system when the leased line is busy. The operators in our New York Office are under instructions to pre-empt the existing leased line immediately whenever the Director wishes to call the Bureau from New York.

SAC Ponder in New York was contacted after the Conference and stated that he did not know what had occasioned the delay in placing the Director's call to the Bureau but that the operators in the New York Office do normally interrupt calls on the leased line immediately whenever the Director wishes to use it, and that he will reiterate the existing instructions that this be done in every instance.

RECOMMENDATION:

That the attached memorandum be sent to all Bureau officials and supervisors.

Enclosure

- 1-Mr. Beaver
- 1-Mr. Casper

OK
K

EX-106

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ORIGINAL FILED IN 66-27-14631

The Director

October 29, 1970

The Executives Conference

**NEW AGENTS' TRAINING PROGRAM
WASHINGTON FIELD OFFICE PARTICIPATION**

On 10/29/70, the Executives Conference, consisting of Messrs. Tolson, Sullivan, Mohr, Bishop, Brennan, Callahan, Conrad, Felt, Gale, Rosen, Tavel, Walters, Beaver and Casper, considered the request of the SAC at Washington Field that during the training of the 1,000 New Agents in the program which commenced October 5 that we discontinue the on-the-job training at the Washington Field Office.

The SAC in the Washington Field Office stated that with the influx of New Agents during the current training program which commenced October 5, 50 New Agent Trainees will be reporting to their office during their 12th week of training for one week of on-the-job training. He recommends that this week of training be added to the training given to the New Agents in the field primarily due to the fact that the Washington Field only has a limited number of experienced Agents available for this type of assignment, many of whom are on security matters or organized crime investigations of a sensitive nature which the SAC does not feel that the trainees should be exposed to during this initial training period.

Mr. Casper stated that he recognized the problem as presented by the SAC in the Washington Field Office and felt that we should give our New Agents the best possible training, pointing out that the Director has instructed that we are to have no short cuts in our training program and that these New Agents are to get a thorough and complete training program. Mr. Casper also pointed out that the current program requires experienced Agents evaluating the New Agent, furnishing that evaluation to the Training Division in order that any areas of weakness might be strengthened and that problems which occurred to the New Agent as he relates his training to the job can be handled by Training Division experts. This also develops confidence in the New Agent when he approaches his job in his first office. Mr. Casper also pointed out that in the interviews with these New Agents they have found this phase of the training most helpful and beneficial. As a stop-gap measure, Mr. Casper recommended that ten of these New Agent Trainees out of each 50-man class be assigned to the Alexandria Office for one week on-the-job training and

- 1 - Mr. Beaver
 - 1 - Mr. Casper
- JJC/hcv

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The Executives Conference to The Director
Re: New Agents' Training Program
Washington Field Office Participation

that we might also consider assigning a small number of these men to the Hyattsville and Silver Spring Resident Agencies of the Baltimore Office where they also have experienced men, some of whom are not necessarily engaged in the more sensitive investigative responsibilities.

Mr. Tolson raised the possibility of assigning them to the Richmond and Baltimore Offices also. It was pointed out that it would be necessary in this case to pay these men \$25 per day per diem and it would remove the experienced Agents from having close contact with the Training Division instructors who endeavor to raise the New Agent to the highest possible level of achievement before he leaves New Agents' Training.

Mr. Mohr recommended that the program be discontinued for the duration of the accelerated training program (six months). He felt that the New Agent could get this training by adding an additional week to his training program upon his arrival in his first office. Mr. Mohr said further that this would get the New Agent to the field faster and some of them would be developing more rapidly to fulfill the urgent need for experienced investigative personnel in the field today. Each New Agent is assigned to work with an experienced man during his first 2 weeks in the field.

Mr. Casper recommended that we continue the New Agents' Training Program as it is today.

The remaining members of the Executives Conference voted to discontinue the one week of on-the-job training in the Washington Field Office for the duration of the accelerated New Agents' Training Program and that this week be added to the field's New Agents' Training Program.

The Conference will be guided by the Director's desires in this matter.

*I share this
view.
H.*

Respectfully,
For the Conference

✓
Clyde Tolson

DATE: ~~6-14-04~~

CLASSIFIED BY ~~60290 AUC/BCE/MT/JTG/EHL~~

DECLASSIFY ON: ~~25X3.3(1,6) 6-14-2029~~

Mr. Tolson

Adjudicated by
DRC 6/19/05

10/29/70

The Executives Conference

APPROPRIATE AGENCIES
AND FIELD OFFICES
ADVISED BY ROUTING
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EXECUTIVES CONFERENCE - 10/29/70

~~PROPOSED INTENSIFICATION OF CERTAIN
INVESTIGATIONS IN THE SECURITY FIELD~~

Those in attendance at the Conference today included Messrs. Mohr, Sullivan, Bishop, Brennan, Callahan, Casper, Conrad, Felt, Gale, Rosen, Tavel, Walters and Beaver.

The Conference examined the question of whether the current situation demands intensification of certain security-type investigations. In particular, reference was made to (1) lifting of the existing moratorium on report writing and investigation in Priority II and Priority III, Security Index cases, (2) the intensification and expansion of investigations of black, white and ethnic group extremists and (3) development of selected contacts of individuals who could be targeted against [redacted]. These items are being individually considered below.

Lifting of existing moratorium on report writing and investigation in Priority II and Priority III, Security Index cases.

There are approximately 10,690 individuals currently included in Priority II and Priority III of the Security Index. Virtually no investigation has been conducted regarding approximately 6,924 of these individuals since the imposition of the moratorium in February, 1969. Many of these individuals have changed residence and/or employment and their whereabouts are unknown. To fulfill our current responsibilities, we should know where they are.

- 1 - Mr. Mohr
- 1 - Mr. Sullivan
- 1 - Mr. Beaver
- 1 - Mr. Soyars
- 1 - Each Assistant Director

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

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Memorandum to Mr. Tolson
RE: EXECUTIVES CONFERENCE - 10/29/70

If the moratorium is rescinded, the field will be required to reopen approximately 2,215 Priority II cases for reports and approximately 4,709 Priority III cases to verify residence and employment. Opening of these cases would be staggered with a proportionate number opened each month to insure all are reopened by June 30, 1971. (u)

Black Student Unions and similar groups on college campuses.

In 1967, black students began forming their own groups to project their demands, many of which indicate a commitment to black nationalism. These groups are autonomous and have a strong sense of common purpose. The Black Panther Party has made open efforts to organize the Black Student Unions nationally and other black extremist groups have used these organizations to project their extremism and separatism. (u)

Campus disorders involving black students increased 23 per cent in the 1969-70 school year over the previous year indicating that these groups represent a real potential for violence and disruption. In the past, we have opened cases on these organizations following evidence of black extremist activities; however, in view of the vast increase in violence on college campuses, it is felt that every Black Student Union and similar group, regardless of their past or present involvement in disorders, should be the subject of a discreet preliminary inquiry through established sources and informants to determine background, aims and purposes, leaders and key activists. It is estimated that this would cause the field to open approximately 4,000 cases involving organizations and the key activists and leaders connected therewith. (u)

Students for a Democratic Society (SDS) and militant New Left campus organizations. (u)

At the end of the 1969-70 academic year, the various factions of the SDS, excluding the Weatherman faction, which has become an organization in its own right, consisted of a membership of approximately 2,500 individuals. In addition to the SDS groups, there are about 252 totally independent groups on college campuses which are pro-communist New Left-type and are followers of the SDS ideology. It is estimated (u)

Memorandum to Mr. Tolson
RE: EXECUTIVES CONFERENCE - 10/29/70

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that the membership of these organizations consists of about 4,000 members. At the present time, we are conducting investigations of all of these organizations but have not, in the past, initiated investigations of the individual members of such organizations, with the exception of the key activists and individuals who are known to be violence prone. (u)

Major campuses across the nation have been completely disrupted by violent demonstrations, bombings, arsons and other terroristic acts perpetrated by these organizations. It is, therefore, proposed that cases be opened on all individuals belonging to such organizations to determine whether they have a propensity for violence. If this proposal were implemented, it is estimated that the field would be required to open approximately 6,500 new cases. (u)

Puerto Rican Students Union and the En La Brecha (in the breach)

The Puerto Rican Students Union is based in New York and is active on campuses in New York City and near by New Jersey. It embraces the extremist ideology of the New Left and calls for the independence of Puerto Rico. (u)

En La Brecha is a Cleveland-based Puerto Rican youth organization with weapons in its headquarters and members have been associated with New Left individuals. In view of the extremist nature of these two organizations, all members should be identified and investigated. This would result in the opening of approximately 200 cases. (u)

Jewish Defense League (JDL)

The JDL is an anti-New Left and black nationalism organization, the violent nature of which has been illustrated by its direction of attacks against diplomatic establishments in the New York area and alleged implication in bombings of offices of foreign countries. Members have participated in an (u)

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Memorandum to Mr. Tolson
RE: EXECUTIVES CONFERENCE - 10/29/70

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attempted hijacking of an international flight. This militant group of Jewish youth claims a national membership of 8,000 with chapters in approximately 20 of the major metropolitan areas of the country. We presently have under investigation those JDL members identified as being in leadership positions, participants in acts of violence or active in organizational affairs. In view of the violence-prone nature of the organization, it is felt that investigations of individuals should also include the lower level membership exclusive of those who appear as members only because of financial assistance they afford. This would result in the opening of approximately 800 additional cases. (u)

Development of selected contacts of individuals who could be targeted against [redacted]

b7E

~~(S)~~ ~~(S)~~ (u)
As of 10/1/70, there were [redacted]

[redacted] in the United States.

Of this number, [redacted] personnel based on investigative coverage and other sources. Basic to our coverage of these individuals is the development of as many sources and informants as possible from among those persons in regular contact with [redacted]. Of these sources

[redacted]

This points out the fact that this Program is productive. Therefore, in view of these positive results and our need to increase informant coverage of [redacted], it is believed necessary to intensify this Program. We intend to do this by ~~(S)~~

Memorandum to Mr. Tolson
RE: EXECUTIVES CONFERENCE - 10/29/70

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requiring every Special Agent in the Washington Field Office and New York Office handling investigations of [redacted] to immediately open and develop [redacted] new cases under this valuable Program (u)

b7E

With respect to implementation of these programs, Assistant Director C. D. Brennan stressed that there absolutely would be no lessening of existing controls in regard to the investigations of these matters. (u)

Members of the Committee recognize that implementation of these investigations would certainly impose a burden on existing manpower but after carefully analyzing the seriousness of the current situation, it was the considered opinion of all present that we should take necessary steps to institute the above programs at this time. (u)

RECOMMENDATION:

If the Director approves, appropriate instructions will be issued to the field to implement the above programs designed to expand our security investigative coverage of extremist elements. (u)

O.K.
R.

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THE DIRECTOR

12-2-70

CLYDE TOLSON

EXECUTIVES CONFERENCE

Those in attendance at the conference today were Messrs. Mohr, Sullivan, Bishop, Brennan, Callahan, Casper, Conrad, Felt, Gale, Rosen, Tavel, Walters and Beaver, and me.

Signify to FBI
I instructed the conference to be absolutely sure that all personnel understand that no correspondence concerning Bureau matters is to go out over their signature without the Director's approval. Particular note was made to past correspondence by Inspector Daunt regarding NCIC matters.

Justice Department contacts
I also issued instructions that every contact with the Department, whether it be with Assistant Attorneys General or Departmental attorneys, concerning any FBI matters whatsoever is to be placed in a memorandum immediately and sent through for the Director's information.

RRB:crt
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1 - Mr. Casper

*Right
H.*

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The Director

December 2, 1970

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The Executives Conference

SUGGESTION TO USE ~~PLAINTEXT~~ CABLES
BETWEEN BUREAU AND LEGATS IN
SELECTIVE SERVICE AND APPLICANT MATTERS

The Executives Conference on December 2, 1970, consisting of Messrs. Tolson, Sullivan, Mohr, Bishop, C. D. Brennan, Callahan, Conrad, Felt, Gale, Rosen, Tavel, Walters, Beaver and Casper, considered the suggestion emanating from the Legat's Office in Paris that plaintext cables be used between the Bureau and Legats in Selective Service and Applicant cases.

Recently, it was approved that teletype and cable leads in Interstate Transportation of Stolen Motor Vehicle cases requesting investigation and replies between field offices and Legat Offices may be relayed through the Seat of Government without encoding at the Seat of Government or in the Legat Offices. It is to be noted that in the State Department all messages are coded when they are sent. When we encode a message, therefore, we are preventing the State Department employees, who handle the encoding of messages, from having access to information pertaining to FBI matters.

It was explained to the Conference that the Files and Communications Division had no objection to the suggestion. The Domestic Intelligence Division felt that the suggestion should be broadened to include any classification provided the use of plaintext would not jeopardize the security of Bureau investigations. The Laboratory Division stated that there were no technical ramifications involving the security of our coding systems should we broaden our practice in the use of plaintext cables. The Administrative Division had no objections other than to be sure that the security of Bureau investigations was protected.

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The Special Investigative Division opposed the suggestion, stating that in Applicant cases cablegrams are only used in the more important Presidential appointment cases and the identities of the prospective appointees are in most instances confidential and, therefore, should not be revealed to unauthorized persons. Concerning Selective Service cases it was pointed out that some

- 1 - Mr. Beaver
- 1 - Mr. Casper
- 1 - Mr. Reilly, Rm. 5302

JJC/hcy
(6)

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Executives Conference Memorandum to the Director
Re: Suggestion to use Plaintext Cables
between Bureau and Legats in Selective Service
and Applicant Matters

European countries will give no cooperation since they look at Selective Service violations as political crimes and further that cablegrams are used in these cases only on a very limited basis.

The Training Division indicated that it is better to have a broad policy that pertains to all classifications than it is to set up a series of exceptions, and recommended that an overall policy be established that plaintext cables be permitted in any classification where the security of the Bureau investigations will not be jeopardized and that we place the responsibility on the sender to see that this rule is enforced.

During the discussion it was pointed out that we have a secure coded line between the Bureau and our Legat in Canada so that this suggestion does apply to Canada. It was further pointed out that we are within the next six months going to buy and have in our Legat Offices a sophisticated, easy-to-operate coding device so that the problem now encountered with the manual coding equipment which is time-consuming will be eliminated. It was also pointed out that in the ten additional offices that we are opening up with new Legats they will have no coding equipment except the pad and cipher material which is extremely laborious and time-consuming.

Mr. Tolson felt that we should not permit plaintext/cables in any Selective Service, Applicant or Security cases. Messrs. Gale and Bishop concurred in this view.

I concur H.

The rest of the Executives Conference recommended that the suggestion be adopted and broadened to include all classifications; that is, the plaintext cables could be used between the Bureau, the field and the Legats in all classifications except where plaintext would jeopardize the security of the Bureau investigation, noting that the responsibility for encoding would be placed with the sender.

The Conference will be guided by the Director's wishes.

Respectfully,
For the Conference

✓
Clyde Tolson

The Director

1-13-71

The Executives Conference

CONSOLIDATION AND PURGE
CIVIL FINGERPRINT FILE
IDENTIFICATION DIVISION

On 1-13-71 the Executives Conference consisting of Messrs. Tolson, Mohr, Sullivan, Bishop, Brennan, Adams for Callahan, Casper, Conrad, Felt, Gale, Rosen, Tavel, McDaniel for Walters, and Soyars considered the following matter.

BACKGROUND: The civil fingerprint file is housed on the third floor of the Identification Building and consists of more than 136,000,000 fingerprint cards occupying approximately 47,000 square feet of floor space. The file is broken down into 5 principal sections, Military (43,000,000), Civil Service (19,000,000), Alien (14,000,000), National Defense and Miscellaneous Applicants (54,000,000), and Personal Identification (6,000,000). As personnel have been available in the past we have, on a limited basis, consolidated and purged the file. For example, we have been microfilming and destroying prints in the National Army Section of the Military file (World War One prints not filed by classification), which contains 4,250,000 prints. This project is about 66% complete. Further, the Prisoner of War file, which contained approximately 358,735 prints, was recently destroyed with Archival approval. With the Director's approval, we have been purging the National Defense section of the file of persons 75 years of age and older, and approximately 5,413,890 of these prints have been tabbed for destruction. As a regular procedure we have long microfilmed and destroyed deceased prints (both civil and criminal) after 10 years from date of death.

PROPOSALS: The Bureau's budget request for fiscal year 1972 contains 274 employees earmarked for consolidation of the civil file and, if this request is approved, we intend to proceed with the following policy for implementation of this project:

1. The National Defense portion of the file contains fingerprints of individuals taken in connection with civilian national defense work during World War Two and comprises almost one-third of our entire civil file (45 million). In 1957 the Bureau to retard the growth of the civil file, established a policy of not retaining new prints submitted in this category, i. e., non-Federal applicants. Thus, no additional prints have been added to the file since 1957. We propose to destroy this file and the index

1 - Mr. Beaver
1 - Mr. Casper

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JAN 27 1971

Executives Conference Memorandum
Re: Consolidation and Purge Civil Fingerprint
File, Identification Division

cards applicable to it. The prints were submitted initially to determine whether or not the individuals had arrest records in order that they might be considered for national defense employment. This purpose has been served. The only additional purpose that would be served by retaining these prints would be to establish identity in unknown deceased, amnesia victim or missing person cases. Activity in this file is practically nonexistent. Authority to proceed with this proposal rests with the Bureau. The Conference unanimously agreed to this proposal.

2. We propose to destroy the fingerprint cards of all individuals in the remaining sections of the civil file who are 75 years of age and older. Activity in this section of the civil file is practically nil. In order to proceed with this proposal we would need the concurrence of the agencies involved, such as Immigration and Naturalization Service (INS) for alien prints, Civil Service Commission (CSC) for Civil Service prints, and branches of the military for military prints. We would also need Archival approval. The majority of the Conference, consisting of Messrs. Tolson, Rosen, Gale, Brennan, Sullivan, Soyars, Tavel and McDaniel, agreed with this proposal. The minority, consisting of Messrs. Mohr, Adams, Bishop, Casper, Felt and Conrad, were of the opinion that the age limit should be 80 rather than 75.

3. We propose that the remaining fingerprints in the civil file be consolidated and in those instances where more than one fingerprint card is found on the same individual that only one card be retained and the remaining cards destroyed. A record of the prints destroyed would be retained in our Card Index Section for future reference. The consolidated index card would show dates taken and sources of duplicate prints destroyed. If this procedure is adopted, we will have on file at least one fingerprint card for each individual represented in our civil file. In order to proceed with this proposal we will need concurrence from the agencies involved, including INS, CSC, and the branches of the military as well as Archival approval. Conference unanimously agreed with this proposal.

If these proposals are adopted and personnel provided to carry them out, upon completion of the project we would destroy at least 67,000,000 civil fingerprint cards which would result in the savings of more than 23,500 square feet of floor space or approximately 50% of the civil file and space it now occupies. We estimate completion of the project in 10 years, or an average saving of 2,350 square feet of floor space per year. In addition to the savings in floor space, benefits would be realized from savings in search and locate time. If the proposals are approved, the Identification Division will proceed to contact the other agencies to obtain their concurrence.

Respectfully,
For the Conference

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Clyde Tolson

Mr. Tolson

January 14, 1971

The Executives Conference

EXECUTIVES CONFERENCE - 1/13/71

PROPOSED INSTRUCTIONS CONCERNING DISSEMINATION
TO ARMY, NAVY, AND AIR FORCE

Those in attendance at the Conference, 1/13/71, included Messrs. Tolson, Mohr, Sullivan, Adams for Callahan, Bishop, Casper, Felt, Conrad, Rosen, Gale, Brennan, Soyars, Tavel, and McDaniel.

The Director has ordered discontinuance of dissemination of material to the Army except in those instances where it relates to threats against the Army. The Army has been advised in writing that this will be our procedure in the future. In view of the importance of this matter and the fact that our dissemination to all three military services in the past has been on a similar basis, this subject was discussed 1/13/71 at the Executives Conference.

It was the feeling of the Conference that it should not limit review of procedures to the Army but should include the Air Force and the Navy. After discussion, it was unanimously agreed that instructions should be issued to the field emphasizing that dissemination to the Army, Navy and Air Force should be confined strictly to the terms of the Delimitations Agreement and the Memorandum of Understanding between the Departments of Justice and Defense, whether the information involved pertains to threats against the three military services or otherwise. This will significantly reduce the breadth of our dissemination to the military but at the same time discharge all Bureau responsibilities in this regard.

Enclosures

CDB:bsf
(17)

- 1 - Mr. Mohr
- 1 - Mr. Sullivan
- 1 - Mr. Beaver
- 1 - Mr. Soyars
- 1 - Mr. Bishop
- 1 - Mr. C.D. Brennan
- 1 - Mr. Callahan

REC-49
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- 1 - Mr. Casper
- 1 - Mr. Conrad
- 1 - Mr. Felt
- 1 - Mr. Gale
- 1 - Mr. Rosen
- 1 - Mr. Tavel
- 1 - Mr. Walters
- 1 - Inspector Miller

ACTION - PAGE 2

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Executives Conference Memorandum
RE: PROPOSED INSTRUCTIONS CONCERNING DISSEMINATION
TO ARMY, NAVY, AND AIR FORCE

ACTION:

Attached for approval are:

(1) A proposed letter to all Special Agents in Charge.

(2) A proposed memorandum to all Bureau officials and supervisors.

ADDENDUM BY DOMESTIC INTELLIGENCE DIVISION:
CDB:bsf, 1/18/71

The Delimitations Agreement, which was approved and signed by the Director and the heads of the military intelligence agencies, sets forth the basic division of investigative responsibilities between the FBI, the Army, the Navy, and the Air Force in the fields of espionage, counterespionage, subversion, and sabotage. It requires each of the agencies to exchange freely and directly with other subscribing agencies all information of mutual interest. It specifically provides that the FBI shall keep the military agencies advised concerning important developments in those investigative areas for which the FBI is responsible, particularly:

"a. Activities of inactive reserves of the armed service, including the National Guard.

"b. Developments affecting plants engaged in armed forces contracts.

"c. Developments concerning the strength, composition, and intentions of civilian groups within its cognizance which are classed as subversive and whose activities are a potential danger to the security of the United States.

"d. Developments affecting those vital facilities and vital utilities which have been designated by the Secretary of Defense.

"e. Developments affecting critical points of transportation and communications systems which have been designated by the Secretary of Defense."

The Delimitations Agreement also provides that where there is doubt as to whether or not one of the other agencies is interested in information collected, the information should be disseminated to that agency.

With respect to the Memorandum of Understanding, this agreement was entered into during July of 1955 between the Attorney General and Secretary of Defense. It delineates the investigative responsibility of the FBI and military authorities insofar as the investigation and prosecution of military personnel are involved. The agreement specifically requires the FBI to make results of its investigations available to military authorities.

The Director

January 20, 1971

The Executives Conference

**COMPUTERIZED CRIMINAL HISTORY
NATIONAL CRIME INFORMATION CENTER**

On 1/20/71, the Executives Conference, consisting of Messrs. Tolson, Sullivan, Mohr, Bishop, Brennan, Callahan, Casper, Conrad, Felt, Gale, Rosen, Tavel, Walters, Beaver, Dalbey and Daunt, considered five questions of a policy nature relating to the Computerized Criminal History Program of the Bureau. The questions considered and policy recommended are set forth hereinafter.

Question #1

What data should be stored in file for dissemination to agencies in criminal justice system, i. e., arrests irrespective of convictions or only arrests resulting in convictions; should purge criteria be established so that information will not be retained or disseminated concerning a person provided a determined number of years have elapsed since the individual was involved with the criminal justice system?

Answer

Computerized data should show complete arrest and conviction information, including arrests without disposition shown. Listing of arrests with no disposition now under attack in some federal courts; computer should be programmed to erase such arrest notations if law eventually so requires. Recommend no purging of identification data simply because subject not involved in crime for period of years. Only the submitting agency will be authorized to withdraw the arrest notation from our (FBI) file.

After discussion, the Executives Conference unanimously agreed to the recommendation.

Question #2

Who is authorized to receive criminal history data from a national file, i. e., should such data be, as a policy, restricted to use by criminal justice agencies? (We know that in many areas police furnish local criminal history

- 1 - Mr. Beaver
- 1 - Mr. Bishop
- 1 - Mr. Walters
- 1 - Mr. Casper

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O.K. H.

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Memorandum from the Executives Conference
to the Director
Re: Computerized Criminal History
National Crime Information Center

records to individuals outside law enforcement and in many cases are required by local statutes to do so.)

Answer

Computerized data should be available to same persons and agencies as present identification records. Computerization does not enlarge or restrict persons and agencies to whom available under present law and federal regulations. Unwise to attempt to change basic statute now; civil libertarians might load it with restrictions. Bureau should at present assume lawfulness of any use of identification data by state and local agencies which is permitted by law or regulation of that state, but continue to control dissemination of our identification records as at present.

The Executives Conference unanimously approved the adoption of this policy.

O. K. H.

Question #3

Should there be a penalty assessed in the event criminal history data from the national file is misused? (At present the only measure authorized is to discontinue exchanging data with the offending agency.)

Answer

No penalty should be proposed or assessed except for present statutory penalty of cancelling exchange for misuse of identification records. This system has worked quite well, victim of misuse also has remedy of civil suit against offending party, and Bureau has no authority by statute or regulation to increase the penalty.

It was the unanimous opinion of the Conference that the above policy be followed.

O. K. H.

Question #4

Should an individual have a right to inspect the criminal history data identifying him in the national file and if so, what criteria should be established for him to justify such inspection? Further, what measures should be made available to an individual so that any erroneous data will be eliminated from the record?

Answer

At present, one having an identification record has no legal right, in general, to see his record. There is a movement toward disclosure of information to an individual about himself in various areas in the United States today. The Law Enforcement Assistance Administration by law is required to submit recommendations

Memo from The Executives Conference
to the Director
Re: Computerized Criminal History
National Crime Information Center

Considerable discussion was had over this suggested procedure relative to the pros and cons following which Messrs. Sullivan, Mohr, Bishop, Brennan, Callahan, Casper, Conrad, Tavel, Dalbey and Daunt voted in favor of the FBI adopting the procedure of making the computerized criminal history rap sheet available to the individual involved according to the policy outlined above.

Messrs. Tolson, Felt, Gale, Rosen, Walters and Beaver were opposed, recommending that we not make the rap sheet available, that is, follow our present policy.

Question #5

I share Minority View. H

In what language will computerized rap sheets report the reason for arrest as compared with the language showing reason for arrest in the present manual rap sheet?

Answer

For example, state and local agencies submitting fingerprints in burglary cases now commonly list "burglary" as reason for arrest. The term "burglary" originally meant a single specific offense but today, due to proliferation of many statutory forms of burglary, the term is almost meaningless. Under the new system all law enforcement agencies will be directed to show reason for arrest in generic, literal and statutory language in each case. Thus, the new language shown by the arresting agency and appearing in the rap sheet might read in a specific case "Burglary - nonforcible entry to store - 27 Maryland, Code 33." This is simply a more complete and informative description of the reason for arrest. All submitting agencies will be directed to follow this procedure.

The Executives Conference unanimously approved this procedure.

O.K. H
The Executives Conference unanimously approved the adoption of Questions #1, #2, #3 and #5.

The Executives Conference will be guided by the Director's decision as to whether he is in favor of the majority view that we adopt the procedure recommended in Question #4 making identification information available to an individual on request following the procedures outlined in this memorandum.

Memo from The Executives Conference
to the Director
Re: Computerized Criminal History
National Crime Information Center

Following the Director's decision in this matter, an appropriate letter will be sent to the Attorney General and Deputy Attorney General setting forth our recommended policy and procedures.

Respectfully,
For the Conference

Clyde Tolson

THE DIRECTOR

February 19, 1971

THE EXECUTIVES CONFERENCE

SECURITY OF RESIDENT AGENCIES

The Executives Conference of February 18, 1971, consisting of Messrs. Tolson, Sullivan, Mohr, Bishop, Callahan, Casper, Conrad, Felt, Gale, Rosen, C. D. Brennan, Tavel, Walters, Soyars and Dalbey, considered the request of the SAC, New York that authorization be granted to purchase a broadcast AM/FM radio for the Poughkeepsie Resident Agency inasmuch as they felt the space was vulnerable to confidential conversations within the office being overheard by unauthorized persons due to the thin walls, airducts and the like. The SAC at New York indicated the radio would be played while the Resident Agency Office was in use by the Resident Agents. The type of radio requested costs approximately \$40.00.

It was pointed out to the conference that in the over 500 Resident Agencies we had received no specific indications that any of our operations had been compromised in any way. Furthermore, Agents are alerted to the need for security of conversations in all situations. The Laboratory pointed out that the broadcast type radio is better than nothing to mask conversations for security but did not feel the radio should be on all the time. The Inspection Division stated it was opposed to the idea, observing there are probably a lot of people who are not hearing what the agents are saying who surely would hear the music and this would create an image problem with Bureau authorization.

Messrs. Casper and Conrad felt the SAC should be authorized to purchase such radios for Resident Agencies where they were vulnerable as described above.

Mr. Sullivan recommended that authorization be granted on an individual basis when full and complete justification therefor existed. The remainder of the conference, consisting of Messrs. Tolson, Mohr, Bishop, Callahan, Felt, Gale, Rosen, Brennan, Tavel, Walters, Soyars and Dalbey, were opposed to the purchase of radios for Resident Agencies as requested.

EX-101 REC-57 66-2554-12955
Respectfully,
For the Conference

Clyde Tolson

FEB 26 1971

I share majority view.

- Tolson _____
- Sullivan _____
- Mohr _____
- Bishop _____
- Brennan C.D. Mr. Beaver
- Callahan _____
- Casper 1 - Mr. Casper
- Conrad _____
- Dalbey NPC:pmd:gt (6)
- Felt _____
- Gale _____
- Rosen _____
- Tavel _____
- Walters _____
- Soyars _____
- Tele. Room _____
- Holmes _____
- Gandy _____

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DATE 2/26/02 BY Sps/JC/AB

70 MAR 1 1971 MAIL ROOM TELETYPE UNIT

The Director

2/3/71

The Executives Conference

SPEECH MATTERS

Those in attendance at the conference on 2/3/71 were Mr. Tolson, Mohr, Sullivan, Bishop, Brennan, Callahan, Casper, Conrad, Miller for Felt, Gale, Malley for Rosen, Tavel, Walters and Beaver.

Mr. Tolson instructed the conference that henceforth any official from the Seat of Government who is scheduled to make a speech representing the Bureau must submit his proposed remarks sufficiently in advance for a thorough review and approval. Further, that when the speech is given, it is to be exactly as approved, and nothing added.

Mr. Sullivan objected, stating he had never read a speech in the last 25 or so years and that anyone who did read a speech could not hold his audience. Further, he stated he had never had any difficulty in connection with speeches and that had he been quoted correctly after his speech at Williamsburg there would not have been any criticism; that if he answered the same question today he would give the same answer he gave at Williamsburg, since he feels it was the proper one.

Mr. Mohr and Mr. Bishop raised the point that questions are always asked after speeches, many of which can and should be answered, but that some obviously would not be answered, such as the present indictments of the Berrigan brothers. Such a question would be answered merely by stating the matter is before the courts and no comment can be made.

The Conference was informed that answers to anticipated questions should be submitted in advance with the proposed speech.

In view of Mr. Sullivan's strong objections to this policy he will submit a separate memorandum setting forth his views and recommendations.

Respectfully for the Conference, 12 MAR 2 1971

Clyde Tolson

1 - Mr. Casper
1 - Mr. Beaver

MAIL ROOM TELETYPE UNIT

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

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ORIGINAL FILED IN 94-1-1930

Handwritten notes: 'The Carron Lane again the know which followed Sullivan's here separate + practice', 'approved. Therefore all speeches are to be submitted in advance + followed in delivery.', 'The Williamsburg never made a public address which was written last + taken A. D.'

MR. TOLSON

2-3-71

THE EXECUTIVES CONFERENCE

PURCHASE OF ADMINISTRATIVE SUPPLIES *From*
GENERAL SERVICES ADMINISTRATION RETAIL STORES

b6
b7c

The Executives Conference of 2-3-71 consisting of Messrs. Tolson, Sullivan, Mohr, Bishop, Callahan, Casper, Conrad, E. S. Miller (for Felt), Gale, J. R. Malley (for Rosen), C. D. Brennan, Tavel, Walters, and Beaver, considered the suggestion of [redacted] Chief Clerk of the Oklahoma City Field Division suggesting that in cities where General Services Administration (GSA) has a retail store located and we have a divisional office located, all expendable supplies be purchases from the Imprest Fund as needed rather than ordered quarterly as is now done via form FD-369.

Three offices, Miami, Oklahoma City and Dallas, were authorized to utilize this system with the added authorization to utilize credit cards to purchase administrative supply items for a 90-day trial period and were instructed to forward a recommendation to the Bureau regarding their experience. The Miami Division recommended adoption of this procedure and that cash payment be made with the purchases being within the \$250 limitation imposed on Imprest Fund expenditures. Dallas recommended continuation of the procedure with the use of the credit card in making the purchases. Oklahoma City recommended adoption of the procedure on a permanent basis and that the purchases be paid for from the Imprest Fund.

It was pointed out to the conference that no control would be lost by the Bureau headquarters by the adoption of this procedure since the field offices would still have to verify the purchases and the billings therefor and the headquarters here could ascertain, as they do now based on past experience, whether or not the expenditures were within reason for the items of supplies being purchased and question any purchases which might appear to be out of line. However, it is doubted that this would be a problem.

It was further pointed out that adoption of this procedure on an optional basis for the field offices, both as to utilizing the GSA retail store on a continuing basis and paying for the purchases either by cash or credit card, would free up storage space now utilized to house administrative supplies which are requisitioned on a quarterly basis. Of course, those offices where GSA retail stores for

NPC:pmd (5)

1 - Mr. Beaver

1 - Mr. Casper

59 MAR 4 - 1971

REC-47
EX-117
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66-2554-12951
1(2) MAR 3 1971

Executives Conference Memorandum
Re: Purchase of Administrative Supplies
General Services Administration Retail Stores

administrative supplies are not available, they would have to continue to utilize the FD-369 procedure in ordering supplies for their division.

The conference unanimously recommended adoption of the suggestion as modified to permit, on an optional basis, those field divisions desiring to do so, to acquire administrative supplies from GSA retail stores located in their headquarters cities and pay for these purchases either in cash from the Imprest Fund within the \$250 limitation, or by credit card and GSA subsequently billing the office for the credit card purchases.

O.K.
H.

Mr. Tolson

January 13, 1971

The Executives Conference

CHARACTERIZATIONS (THUMBNAIL SKETCHES)
SUGGESTION 436-71 SUBMITTED BY
THE DOMESTIC INTELLIGENCE DIVISION

The Executives Conference, consisting of Messrs. Tolson, Sullivan, Mohr, Bishop, Brennan, Adams for Callahan, Conrad, Felt, Gale, Rosen, Tavel, McDaniel for Walters, Soyars and Casper, met on January 13, 1971, to consider the captioned suggestion.

The Conference was advised that the current practice in all security-type cases whenever an organization is mentioned that has been investigated by the FBI in an effort to eliminate repeating descriptions of the organization we follow the practice of attaching a thumbnail sketch of the organization which we call a characterization. These characterizations are attached not only to reports but to letterhead memoranda and where many organizations that we have investigated are mentioned in a communication a separate characterization is attached for each organization.

The suggestion recommends that we continue this procedure only in our Security of Government Employees and Applicant investigations which are disseminated and in some cases result in action by another agency being taken against the employee or applicant. In an effort to make the reports in security-type cases more readable and cut down on the over-all size of our communications, the suggester is recommending that in all other security-type reports and letterhead memoranda we use a short, succinct descriptive statement (two or three lines) in the body of the communication the first time the organization is mentioned. All characterizations, including the short, succinct thumbnail sketch, must be approved by the Bureau before they are used in our reporting system.

It was the general consensus of the Conference that if this suggestion was approved we would save valuable filing space and also make our security-type communications more readable.

- 1 - Mr. Beaver
- 1 - Mr. Casper
- JJC/hcv
- (5)

1 - Mr. Felt

REC-100
66-2557-12958

FILE PROCESSED FOR RELEASE
IN CIVIL DISCOVERY
DATE 9-6-79 (CONTINUED - OVER)
SEE BUFILE 62-707455

12 MAR 3 1971

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The Executives Conference memo to Mr. Tolson
Re: Characterizations (Thumbnail Sketches)
Suggestion 436-71 Submitted by the
Domestic Intelligence Division

Mr. Mohr suggested that Mr. Felt look into the possibility of also removing the characterizations from FBI reports in Security of Government Employees and Applicant investigations at the time they are filed in Bureau files. The Conference concurred in Mr. Mohr's recommendation.

Accordingly, it was the unanimous view of the Conference that the suggestion as proposed be adopted and that Mr. Felt be authorized to determine the feasibility of also removing the characterizations from our Security of Government Employees and Applicant investigative reports before they are filed in our filing system.

O.K.
H.

418078

Mr. Tolson

March 11, 1971

The Executives' Conference

REPRINT OF ARTICLE IN FEBRUARY 13, 1971,
ISSUE OF THE NEW YORKER MAGAZINE
SUGGESTION 634-71

SUBMITTED BY SA KENNETH P. WEST
BOSTON OFFICE

The Executives Conference on 3/11/71 consisting of Messrs. Tolson, Mohr, Donahoe for Sullivan, Bishop, Callahan, Jenkins for Casper, Conrad, E. S. Miller for Felt, Gale, Rosen, C. D. Brennan, Tavel, Walters, Dalbey and Beaver considered the suggestion of SA Kenneth P. West of the Boston Office who suggested that the article appearing in the 2/13/71 "The New Yorker" magazine written by Edward Jay Epstein, entitled "The Panthers and the Police: A Pattern of Genocide" be reprinted by the Bureau and disseminated as a service to law enforcement in general and possibly contact the "Reader's Digest" and have them reprint the article as well as in appropriate police magazines.

This article questions the long-standing charge of Charles R. Garry, attorney for the Black Panther Party, claiming that 28 Panthers had been killed by the Police. Epstein seems to have documented the article very well and discredits Garry and many periodicals which reported Garry's charges.

The Director in his testimony before the House Subcommittee on Appropriations on March 5, 1970, spoke very clearly on this matter, pointing out the erroneous claims made by Garry in connection with these so-called murders. It appears that possibly Epstein used the Director's testimony as one of his sources for his article.

The Conference unanimously recommended against adoption of the suggestion since this matter had been clearly covered by the Director's testimony and several other magazine articles in the recent past have reflected Garry's claims and statements to be erroneous.

1 - Mr. Beaver
1 - Mr. Casper
TJJ:aga

(5)

REC-2

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ORIGINAL FILED IN 74-34-230-10

RA

THE DIRECTOR

February 18, 1971

The Executives Conference

~~AUTOS - SECURITY OF BUREAU AUTOMOBILES~~
~~IN THE FIELD~~

SUGGESTION 183-71

SUBMITTED BY SA FRANK O. GRUNDLER
TAMPA OFFICE

The Executives Conference consisting of Messrs. Tolson, Sullivan, Mohr, Bishop, Brennan, Callahan, Casper, Conrad, Dalbey, Felt, Gale, Rosen, Tavel, Walters and Soyars, met on February 18, 1971, and considered a suggestion which proposes as a security measure to protect the engine compartment an alarm be installed in Bureau cars by mounting a switch under the hood so that unauthorized opening of the hood would cause a siren to sound. A control switch on the dash panel (concealed from public view) would serve to turn off the alarm for authorized hood openings. Estimated cost of materials for installation is \$3.00 per unit with the installation being performed by the FBI communications operator in each field office.

The basis for this suggestion was an indication an attack was to be made on one of our black agents in the Tampa Division. In addition, we have subsequently learned that an attack was to be made against our cars in the Boston Office, as well as Newark has advised the Black Panther leader has made inquiry concerning the type of cars driven by Bureau Agents and also asked where the cars are stored. It was explained that initially it was recommended that this suggestion be called to the attention of the field and the field be authorized to make the installation on an optional basis. Mr. Felt initially opposed the installation because of the possibility of the unintentional activation of the alarm through accident with the Bureau car and recommended that installation should be authorized only on an individual basis.

Mr. Tolson questioned if this device is needed in Boston and Tampa why was it not needed in San Francisco and Detroit and he was advised in all probability it was needed in these places because they do have active revolutionists in these areas who are looking for ways to attack the FBI. Mr. Mohr pointed out even if we put this on all our cars we would not be talking about more than roughly

- 1 - Mr. Callahan
- 1 - Mr. Beaver
- 1 - Mr. Casper

JJC:aga

REC-3 66-2554-12960

EX-110

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Executives Conference Memorandum
Re: Autos - Security of Bureau Automobiles
in the Field
Suggestion 183-71
Submitted by SA Frank O. Grundler
Tampa Office

\$10,000 investment and certainly this would be an added precaution we could afford our Agents since the majority of bombs placed on cars that have been brought to our attention have been placed under the hood and wired through the ignition switch.

Mr. Tolson proposed we authorize the installation for all Bureau cars. The conference agreed with Mr. Tolson with the exception of Messrs. Felt and Conrad who voted to authorize it only on optional basis. The conference will be guided by the Director's desires.

Respectfully,
For the Conference

Clyde Tolson

I approve Tolson's view.
HT

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UNITED STATES GOVERNMENT

Memorandum

RA

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|---------------|-------|
| Tolson | _____ |
| Sullivan | _____ |
| Mohr | _____ |
| Bishop | _____ |
| Brennan, C.D. | _____ |
| Callahan | _____ |
| Casper | _____ |
| Conrad | _____ |
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| Tele. Room | _____ |
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| Gandy | _____ |

TO : MR. TOLSON

DATE: April 1, 1971

FROM : THE EXECUTIVES CONFERENCE MEMOS

SUBJECT: SECURITY OF RESIDENT AGENCIES

On April 1, 1971, the Executives Conference consisting of Messrs. Tolson, Sullivan, Mohr, Beaver, Bishop, Brennan, Callahan, Casper, Conrad, Dalbey, Felt, Gale, Rosen, Tavel, and Walters, met to further consider security of Resident Agencies (RAs).

Mr. Felt proposed reduction of RAs by 50% in order to lessen exposure to burglaries by extremist groups. He said he was aware of the numerous arguments against such proposal but explained drastic steps are necessary to prevent another RA burglary.

Felt outlined following security steps taken after burglary in Rochester in September, 1970: (1) Field was immediately alerted and firm instructions for maximum security precautions issued; (2) survey of all offices conducted re additional security precautions needed; (3) burglar alarms were ordered for 89 key Resident Agencies, and 159 safe-type cabinets were ordered giving additional security protection to 244 key RAs, and (4) field was instructed that only Senior Resident Agents and Alternates could maintain Agent's Handbooks. All other Resident Agents were required to return Handbooks to Seat of Government.

After the Media burglary in early March, 1971:

1. Firm and positive administrative action taken against responsible Agents in Media and SAC of the Philadelphia Office.
2. Resident Agents were authorized to return all Manuals of Rules and Regulations and Manuals of Instructions to headquarters city.
3. Field was instructed that no sensitive material could be left unattended in Resident Agencies, which requires initialing and return of such documents to headquarters city same day received.
4. Burglar alarms and safe-type cabinets authorized for all remaining RAs.
5. All field offices were instructed to have armed Agent on duty nights, weekends and holidays.

ST-111 REC 8 66-2554-12964

APR 23 1971

62 APR 26 1971
Messrs. Sullivan, Mohr, Beaver, Casper
WMF:wml (6)

COPY MADE FOR MR. TOLSON

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DATE 2/26/02 BY SP5 JCL/AB

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4/22/71 WMF

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Memo for Mr. Tolson from Executives Conference
Re: Security of Resident Agencies

6. Resident Agencies of 7 or more Agents required to have armed Agent on duty 24 hours a day, 7 days a week, until both burglar alarms and safe-type cabinets installed.

7. In RAs of 6 or less Agents required to take all serials and confidential documents home in locked brief case each night until both burglar alarm and safe-type cabinets installed.

8. Field instructed that all mail be sent "registered."

9. SACs instructed to survey and recommend elimination and consolidation of Resident Agencies (deadline 4/5/71).

10. Surveys of investigative Divisions and 10 key offices underway to effect curtailment of sensitive information flowing to and from RAs, field offices and Seat of Government.

Mr. Mohr vigorously opposed proposed 50% reduction in Resident Agencies calling it a step backward which could prove disastrous for the FBI. He pointed out he too was greatly concerned to prevent further embarrassment to the Bureau and felt that it would be impossible to keep such a drastic move from the news media. He feels unfriendly writers would ridicule the Bureau for backing down. He further pointed out that adoption of the proposal would bring about a sharp reduction in case load and accomplishments. There would be difficulties in breaking leases and we could expect criticism from local businessmen and possibly Congressmen for moving out of an area.

Mr. Bishop added potential embarrassment to the Bureau in news media resulting from such action could be even greater than embarrassment from another burglary.

Mr. Casper pointed out RAs are approved in the first place only after strong justification as to case load and productivity. He felt such a reduction in RAs would seriously impair the investigative effectiveness of the Bureau. He concurred in the objections expressed by Mohr. Casper suggested that Inspectors and Inspector's Aides be immediately dispatched to visit all RAs to survey security and to be sure all existing instructions are being followed to the letter and to confer with the Resident Agents on the scene to impress upon them the gravity of the situation.

Mr. Beaver suggested that action concerning the RAs be deferred until the recommendations of the SACs are received and that the Conference memorandum outline to the Director extent of security precautions which have been taken to date.

Mr. Mohr called attention to a suggestion by the Boston Office for the utilization of our two-way FM radio equipment in RAs as a backup burglar alarm

Memo for Mr. Tolson from Executives Conference
Re: Security of Resident Agencies

system. Analysis of this system outlined in Laboratory memorandum 3/26/71. The Director commented, "Don't allow this to drag. It should be top priority." Mr. Conrad explained that the radio in the RAs would be left on all night and keyed to the entrance so that surreptitious entry would send a radio signal to headquarters city where a bell would ring and a light would shine indicating the RA being entered. He pointed out that such a backup system would be insurance against technical failure of the regular burglar alarm.

Mr. Tolson said that he very reluctantly agreed to deferment of the 50% reduction of RAS. He takes this position only to permit presentation of the additional items to the Director, which he strongly favors: (1) Immediate on-the-scene security checks of Resident Agents by the Inspectors and Inspector's Aides and (2) the installation of backup radio burglar alarm systems in RAs.

The Conference unanimously agreed with this position.

Mr. Felt pointed out afterwards that entire Inspection Staff would be used for the RA survey but there are over 500 RAs to be inspected involving extensive travel. To permit project to be completed in absolute minimum of time beginning Friday, 4/2/71, Felt proposed 30 supervisors from other Divisions with prior Inspector's Aide training in the Inspection Division be temporarily assigned to Inspection Staff for approximately 6 days.

OK
dx

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AM

J
RM

The Director

4-16-71

The Executives Conference

Executive Conference

**LEAK OF INFORMATION FROM
FBI HEADQUARTERS**

The Conference today was attended by Messrs. Tolson, Mohr, Sullivan, Bishop, Brennan, Walsh for Callahan, Casper, Conrad, Felt, Gale, Rosen, Tavel, Walters, Dalbey and Beaver.

The Conference was read the paragraph appearing in the Evening Star newspaper column of Jeremiah O'Leary on 4-13-71 which stated "Certain assistant directors are trying to cool Hoover down enough to prevent him from shutting so many small offices that hardships would be imposed on field office personnel in large states."

Each person present was questioned as to whether they could shed any light on how O'Leary obtained this information. No one could do so and each member of the Conference stated they had not discussed such a matter with anyone outside the Bureau.

B

The above is submitted for record purposes.

Respectfully,
For the Conference

H.

Clyde Tolson

EX-103

REC-76

66-2554-129162

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APR 27 1971

1 - Mr. Casper

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May 14, 1971

Executives Conference

**SECURITY OF RESIDENT AGENCIES
USE OF ARMED GUARDS**

On May 14, 1971, the Executives Conference consisting of Messrs. Tolson, Mohr, Bishop, Brennan, Callahan, Casper, Conrad, Dalbey, Felt, Gale, Rosen, Tavel, Soyars and Walters considered additional security measures for our Resident Agencies (RAs).

Mr. Felt presented a review of pros and cons re use of armed clerks as guards in RAs. He pointed out that while the use of armed guards would be a strong deterrent to further burglary attempts there are numerous objections to the use of clerks for this purpose. First we do not now have enough male clerks for such assignments and this would create substantial recruiting and budgetary problems. There is no statutory authority for Bureau clerks to carry firearms even though adequately trained. There are practically no duties which could be performed by clerks in RAs. Most important, it was felt that clerical employees do not have sufficient maturity to be trusted with firearms. Cost for clerical employees to guard all RAs would be approximately twelve million dollars -- for our 79 RAs having seven or more Resident Agents assigned the cost would be two million dollars.

Felt suggested instead that we consider armed Agents for guards in key RAs for the next 90 to 120 days. He pointed out that this would not require additional funding and would put qualified Agent personnel on the scene for action as required.

Mr. Mohr objected to this proposal. He pointed out there is no way to determine which RAs might be the next burglary targets and, further, extensive additional costs would be involved in the payment of night differential, time and one-half overtime weekdays and Saturdays. Double time on Sundays, for all regularly scheduled hours in excess of 40 hours per week. He explained we have already expended large sums of money for burglar alarms and safe-type cabinets which would not be necessary if armed guards are to be maintained. He cited possible morale problems if Agents are used as guards. He emphasized that no real embarrassment resulted from the attempted Garden City break-in -- limited coverage on one day. Summing up, he feels the proposed expenditure involved in the proposal could not be justified.

1 - Messrs. Beaver, Casper
WME:wmj (4)

EX 101

REC-52 66-2554-12969

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Executives Conference Memorandum

Re: Security of Resident Agencies - Use of Armed Guards

Mr. Conrad pointed out instructions to the field are being prepared for expanding RA burglar alarms to interior RA walls where an attempt to enter could be made such as at Garden City. He also described a new burglar alarm carpeting which could be used in small sections at key spots in RAs, such as in front of safes, and tied into the regular burglar alarm system. This carpeting costs \$13.60 for a 2 1/2 by 5 foot section, which is minimal.

Mr. Brennan described a teletype sent to northeastern offices on 5/13/71 giving detailed information as to modus operandi in the various break-ins and instructing those offices re specific steps to be taken if any suspicious circumstances develop.

Mr. Tolson recommended we immediately proceed to obtain sufficient burglar alarm carpeting for all RAs and that a teletype similar to the one sent northeastern offices be sent to all offices today. He also recommended that on a 90-day trial basis we institute armed guards in all RAs in northeastern states from Virginia and West Virginia to Maine (98 RAs). He recommended similar guard coverage in RAs in Ohio, California and Wisconsin (61 RAs). These would not be considered as restrictive and guard assignments in other areas would be evaluated from time to time by interested Divisions as intelligence information comes to our attention.

The minority of the Conference consisting of Messrs. Tolson, Brennan, Felt and Rosen voted for the recommendations of Mr. Tolson. The majority agreed with the recommendations except for the 90-day guard duty in certain selected RAs.

Respectfully,
For the Conference

Clyde Tolson

*I concur
with the
minority
J.D.*

UNITED STATES GOVERNMENT

Memorandum *TREAT AS Yellow*

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|---------------|-------|
| Tolson | _____ |
| Sullivan | _____ |
| Mohr | _____ |
| Bishop | _____ |
| Brennan, C.D. | _____ |
| Callahan | _____ |
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| Gandy | _____ |

TO : Mr. Tolson

DATE: May 27, 1971

FROM : The Executive Conference

SUBJECT: NAVY DEPARTMENT PROFESSIONAL DEVELOPMENT PROGRAM

Mr. Beaver

On May 27, 1971, Executive Conference consisting of Messrs. Beaver, Bishop, Brennan, Callahan, Conrad, Dalbey, Donahoe, Gale, Jenkins, Mohr, Rosen, Soyars, Tavel and Walters, considered a request which the Bureau had received by letter dated May 17, 1971, from Rear Admiral F. J. Harlfinger II, Director of Naval Intelligence, with reference to the captioned program. Under this program, a small number of highly selected Naval officers are granted one year's sabbatical to pursue projects of professional value. The Director of Naval Intelligence indicated that he had advised the Attorney General concerning the program and specifically asked that a Lieutenant Commander [redacted] be permitted to spend one year in this Bureau's Domestic Intelligence Division. It was indicated that Navy contemplated providing him with full pay and allowances but that he would be accountable to the Bureau as if he were one of our Special Agents.

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It was the unanimous view of the members of the Executive Conference that although a program of this sort might have benefits from the standpoint of other agencies, it appeared to be impractical from the Bureau's point of view. It was felt that such an assignment posed many administrative and legal problems, in addition to the matter of access to sensitive FBI data. It was felt that the disadvantages of this program to the FBI far outweighed the possible advantages.

The Domestic Intelligence Division has prepared for approval an appropriate communication to Rear Admiral Harlfinger advising him of our reaction to this as indicated above. A letter to the Attorney General also has been prepared for approval advising the Attorney General of our disposition of the Admiral's request. (SENT THRU) REC-56-2554-12965

- JAS:lrs (6) *lrs*
- 1 - Mr. W. C. Sullivan
 - 1 - Mr. J. P. Mohr
 - 1 - Mr. N. P. Callahan
 - 1 - Mr. J. J. Casper
 - 1 - Mr. C. D. Brennan

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UNITED STATES GOVERNMENT

Memorandum

DATE: 4-17-71
CLASSIFIED BY 60290 auc/80E/mct/jrc/etk
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Administrative by DRC 06/14/05

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

TO : Mr. Tolson

DATE: 4/22/71

FROM : The Executives Conference

Heat on yellow

SUBJECT: PROPOSED INSTRUCTIONS CONCERNING
INFORMANT DESIGNATIONS

ALL INFORMATION CONTAINED
HEREIN IS UNCLASSIFIED EXCEPT
WHERE SHOWN OTHERWISE.

Those in attendance at the Conference 4/16/71 included Messrs. Tolson, Mohr, Sullivan, Beaver, Bishop, Brennan, Walsh for Callahan, Casper, Conrad, Dalbey, Felt, Gale, Rosen, Tavel and Walters.

The Conference considered following aspects of informant designations to achieve tighter security in our communications. These proposals had been suggested by the Inspection Division.

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Informant Symbol Numbers

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DECLASSIFY ON 25X
2/26/02

We now give symbol numbers to all live informants and electronic sources. It was suggested that we use all numeral designations and discontinue letter abbreviations. For example, [] would be converted to [] ([] representing New York and [] indicating a security informant).

b7D

(u) (S)(u)

Mr. Brennan pointed out it is doubtful this proposal would provide any measurable improvement in security. While [] would be taken to indicate source is operated by New York Office or is located in New York (an outsider could not be sure of even this much), this does not provide clue as to identity. Contents of communication in most instances will reveal general location of source and mere substitution of numbers for letters will make no difference in vast majority of cases. Same reasoning applies to substitution of numbers for informant types.

*SAC Letters 4/26/71
TJS/prg*

FILE PROCESSED FOR RELEASE
IN CIVIL DISCOVERY
DATE 9-6-77
SEE BUFILE 62-117135

418073

Mr. Brennan stressed that the protection of informants in communications depends much more on paraphrasing of information to conceal the source. He also pointed out that revamping all informant designations would entail heavy clerical and administrative expenses and could cause considerable confusion, errors and delays in handling mail. We have some 24,000 separate informants of one type or another. To change designations on all of these would be tremendous task. In addition, for an indefinite period of time in the future we would be faced with problem of converting from current letters to all-numerical symbols during any file reviews conducted, in preparation of prosecutive reports, and other summary-type material, etc.

66-2554-12966
JUN 14 1971

EX 101

REC-36

59 JUN 16 1971

The Conference was of the unanimous opinion that an all-numerical system

Messrs. Sullivan, Mohr, Beaver, Casper
WMF:wmj (6) CONTINUED - OVER

*no yellow prepared
6/8/71
wmj*

~~SECRET~~

~~SECRET~~

Memo for Mr. Tolson from Executives' Conference
Re: Proposed Instructions Concerning Informant Designations

of informant designations is not warranted, in view of the disadvantages.

Electronic Sources

b7D

For years we have followed practice of adding asterisk to symbol numbers of electronic sources (for example, [redacted]). As result of Media incident this practice has been publicized and, if any of our communications are exposed in future, asterisk will serve to pinpoint electronic sources. It has been proposed that we discontinue practice of adding asterisk to these sources. The Conference was unanimous in agreeing to this proposal.

Immediate Assignment of Symbol Numbers to Potential Informants

It was proposed that a symbol number designation should be afforded to all individuals from the time any step is taken to develop them as an informant regardless of the status of their development. Current policy is to defer assignment of a symbol number until such individual qualifies.

|| The Conference unanimously endorsed this proposal.

If you approve, the Domestic Intelligence Division will prepare necessary SAC Letter and manual changes to implement these changes.

Handwritten signatures and initials: a checkmark, 'WJ', 'JAH', 'OK', and a signature with 'D.D.' and 'R.R.' below it.

418075

~~SECRET~~

RA

THE DIRECTOR

6-8-71

CLYDE TOLSON

① EXECUTIVES CONFERENCE

Those in attendance at the conference on 6-9-71 included Messrs. Soyars, Mohr, Sullivan, Bishop, Brennan, Callahan, Casper, Conrad, Dalbey, Felt, Gale, Rosen, Tavel, Walters, Shroder and Beaver.

Pursuant to your instructions, the following paragraph from last week's conference memorandum concerning annual leave and commitments was restated for the benefit of Sullivan, Casper and Shroder who were not present last week.

After the annual leave and commitment chart is submitted, there are to be no additions to it. It was emphatically pointed out that no Assistant Director is to be away at the same time as his Assistant to the Director. This applies to weekends as well as during the workweek. Furthermore, neither Brennan nor Sullivan is to take any annual leave while the EASTCON case is pending. Similarly, your instructions were issued that no one is to take leave when any vitally important matter is pending within their respective divisions. This means Assistant Directors, #1 Men, Section Chiefs, and Supervisors. Likewise, it was made crystal clear that SAC Roy K. Moore, on special at Philadelphia, and SAC Jamieson, in Philadelphia, are not to take any leave until the MEDBURG case is solved. It was also pointed out that it would appear if a case breaks in the absence of an official from headquarters he should voluntarily return to handle the matter. In this respect, your comment that leave is a privilege not a right was brought to the attention of the Conference.

This was made very ^{EX 115} clear to all present; however, Sullivan stated he intended to write a memorandum to you for further clarification.

For your information.

REC-36

66-2554-12967

11 JUN 16 1971

RRB:crt

(4)

1 - Mr. Casper

OK
74

59 JUN 17 1971

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DATE 2/26/02 BY SP5/ST/MS

THE DIRECTOR

6-2-71

CLYDE TOLSON

THE EXECUTIVES CONFERENCE

An Executives Conference was held on 5-27-71. Those in attendance were Messrs. Mohr, Donahoe for Sullivan, Bishop, Brennan, Callahan, Jenkins for Casper, Conrad, Dalbey, Felt, Gale, Rosen, Tavel, Walters, Beaver and Soyars.

Pursuant to your instructions a number of items were brought to the attention of the officials in attendance:

The importance of a thorough investigation of the MEDBURG (Break-in of the Media Resident Agency) case was emphasized. It was pointed out that SAC Roy K. Moore should have cleared with the Bureau prior to rendering any decision as to the Bureau's position with respect to a Grand Jury in Philadelphia in connection with the case. At the same time your instructions relative to being very careful in our dealings with Assistant Attorney General Mardian were pointed out.

The necessity for being on sound ground in requesting authority of the Attorney General for telephone surveillances was stressed. Your opinion that this is a sloppy way to do an investigation except through the use of court approved telephone surveillances was brought to the attention of those present, along with your instructions that we should keep down the number of such sources and that we should limit as much as possible the number of persons within the Bureau who have access to information as to the existence of such sources.

Contacts with officials of Department on Policy

It was made clear to all present that at any time officials of the Department are being contacted on any policy consideration which affects the Bureau, Mr. Dalbey is to attend. It was noted that this was not done in connection with a recent conference held between Supervisors of the Domestic Intelligence Division and Deputy Assistant Attorney General A. William Olson of the Internal Security Division of the Department at which time discussion ensued as to proposed changes in procedure requesting Attorney General authority for electronic surveillances.

WBS:RRB:crt

(5)

1 - Mr. Casper

REC-77 66-2554-12968

JUN 16 1971

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66-2554-2199
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F-248
66 JUN 1 1971

Memorandum to the Director
Re: The Executives Conference

Your statement that in connection with any inquiries we receive concerning the Shaw matter a "No Comment" should be given was brought to the attention of the Conference. Similarly, it was pointed out that Jack Anderson is to receive no information of any type from the Bureau.

A run-down was had concerning International Intelligence, Inc., (INTERTEL) and, in particular, its head officers, Robert D. Pelouquin, the President, and William G. Hundley, the Secretary and General Counsel. It was pointed out that instructions had been issued to our Las Vegas Office to have nothing to do with this organization.

The Conference was told to be alert for any incoming mail requesting anything of the Bureau or any comments from the Bureau. They were told to make sure that the people and/or organizations requesting such data are not on the extreme right or extreme left. It was noted that we should not give individuals in these categories such information in order that we can avoid any basis for criticism in the future.

The Conference was informed that after the annual leave and commitment chart is submitted there are to be no additions to it. It was emphatically pointed out that no Assistant Director is to be away at the same time as his Assistant to the Director. This applies to weekends as well as during the workweek. Furthermore, neither Brennan nor Sullivan is to take any annual leave while the EASTCON case is pending. Similarly, your instructions were issued that no one is to take leave when any vitally important matter is pending within their respective divisions. This means Assistant Directors, #1 Men, Section Chiefs, and Supervisors. Likewise, it was made crystal clear that SAC Roy K. Moore, on special at Philadelphia, and SAC Jamieson, in Philadelphia, are not to take any leave until the MEDBURG case is solved. It was also pointed out that it would appear if a case breaks in the absence of an official from headquarters he should voluntarily return to handle the matter. In this respect, your comment that leave is a privilege not a right was brought to the attention of the Conference.

For information.

*Repeat this on this
week's meeting since
Sullivan & Casper were
not present. H.*

The Director

June 17, 1971

The Executives Conference

EXECUTIVE CONFERENCE

SUGGESTION BY POLICE OFFICIALS FBI FURNISH
BASIC FACTS ON POLICE KILLINGS PROMPTLY
TO ALL LAW ENFORCEMENT AGENCIES

PREVENTION OF POLICE KILLINGS CONFERENCE
JUNE 7 and 8, 1971

At the Executives Conference held on Thursday, June 17, 1971, attended by Messrs. Sullivan, Mohr, Bishop, Brennan, Callahan, Casper, Conrad, Dalbey, Felt, Gale, Rosen, Tavel, Walters, Soyars and Beaver the captioned suggestion was discussed.

During the presentation made by Jerris ^{D. C.} Leonard, Administrator, Law Enforcement Assistance Administration (LEAA), to the conference on prevention of police killings, Leonard mentioned the fact that LEAA and the International Association of Chiefs of Police (IACP) were negotiating relative to furnishing information to police agencies on police killings. Following Leonard's appearance at the break several of the attendees contacted ^{Casper} and stated they felt the FBI could do this more rapidly and that they would rather get the information from the FBI about police killings. They indicated that now they must rely on information media reports to gather their intelligence and properly plan to prevent insofar as possible police killings. They said they wanted the information on police killings immediately so they might promptly inform their men to take preventive or corrective action and also incorporate effective new training programs into their already existing programs to prevent killings. They felt it would be a shot in the arm, morale wise, to be getting this additional support from the FBI.

It will be recalled that the President asked the police executives for their suggestions on how he could further help on the matter of preventing police killings and other matters. We have furnished the conference suggestions to the White House and Attorney General with this exception since it pertained to the

- 1 - Mr. Sullivan
- 1 - Mr. Mohr
- 1 - Mr. Bishop
- 1 - Mr. Brennan, C. D.
- 1 - Mr. Casper
- 1 - Mr. Rosen
- 1 - Mr. Beaver
- 1 - Mr. Daunt

EX-109

REC-53

66-2554-12969

18 JUL 6 1971

CONTINUED OVER

JIC:aga (10) 67 JUL 8 1971

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Executives Conference Memorandum

**Re: Suggestion by Police Officials FBI Furnish
Basic Facts on Police Killings Promptly
to all Law Enforcement Agencies
Prevention of Police Killings Conference
June 7 and 8, 1971**

operations of the FBI. It is felt that this would further contribute on the part of the FBI to fulfilling the request of the President to aid police in this problem. The information could be obtained immediately from the field offices and promptly disseminated over the Law Enforcement Teletype System (LETS) network located in the Uniform Crime Reporting Section of the Bureau. This Section has been collecting statistics on police killings for the past 10 years. They have a continuing analyses program on this subject and report on it annually in the Uniform Crime Report Bulletin. In addition, their representatives are appearing at police meetings discussing matters handled by their Section across this nation and can, in fact, see that we are meeting the needs as it relates to this problem. The cost is nominal since we already have the terminal and are paying for it on a monthly basis. Any police agencies who are not on the LETS network could receive a mail copy of the message sent by using the UCR contributor list. Of course the FBI should be doing this and not have the LEAA going to another nongovernment agency and contracting for this action which would certainly cost the government more money in the long run in Casper's opinion based upon other contracts they have awarded.

Mr. Bishop opposes the idea on the basis that he sees no need for rapid and immediate dissemination of this information; recommends local police do this themselves; does not feel we should assume this responsibility since we would be held accountable for information disseminated, and if idea were approved he feels it should be handled in the General Investigative Division where the matter of police killings from an investigative standpoint will be supervised.

Mr. Casper pointed out that the police requested the information immediately for intelligence and training purposes; that when we disseminate the information we will attribute it to the agency from which we receive it, namely, where the police officer killed was employed; and since the UCR has been gathering these statistics for 10 years and have an ongoing program they have need for the information, the LETS terminal is in their Section, and they are knowledgeable as to what the police want from their UCR contacts that it should be handled in the UCR Section of the Crime Records Division. Mr. Casper recommended that we immediately initiate the program; that it be handled in the UCR Section of the Crime Records Division and that an appropriate article be prepared for the Law Enforcement

Executives Conference Memorandum
Re: Suggestion by Police Officials FBI Furnish
Basic Facts on Police Killings Promptly
to all Law Enforcement Agencies
Prevention of Police Killings Conference
June 7 and 8, 1971

Bulletin advising the police that the program is being initiated by the FBI. The entire conference voted in favor of the recommendation with the exception of Mr. Bishop for the reasons stated above. The conference will be guided by the Director's desires.

Respectfully,
For the Conference

Clyde Tolson

*I share Casper's
view.
H*

6/17
MR. TOLSON

6-17-71

THE EXECUTIVE CONFERENCE

SECURITY OF NEW FBI BUILDING

The Executive Conference of 6-17-71 consisting of Messrs. Sullivan, Mohr, Bishop, C. D. Brennan, Callahan, Casper, Conrad, Farboy, Telt, Gale, Rosen, Tavel, Walters, Weaver, and Soyars, considered what action was to be taken in affording proper security in the construction of the superstructure of the new FBI building to avoid the surreptitious planting of devices in sensitive areas during the construction phase.

The General Services Administration has awarded the contract for the phase two construction of the new FBI building to the Blake Construction Company. The award was made on Monday, June 14, 1971. During the superstructure construction of the project office areas, conference rooms, cryptographic vaults and other sensitive areas will be undertaken and completed.

It was pointed out to the conference that the construction contractor (Blake) has possession of the site during construction and is required to provide guard protection for the project.

With regard to the vulnerability of sensitive areas to the surreptitious planting of microphones devices during construction or physical penetration prior to that after construction, the Laboratory Division advised it has noted that such surreptitious activity can occur at any time during the 24-hour day. Accordingly, based on their knowledge and evaluation of the problem, it was felt 24-hour per day security supervision of the construction would be required to provide the necessary security against such compromise. In the initial stage it was estimated that it would require a laboratory expert with the assistance of 2 Special Agents with technical background to cover the actual day shift construction activities and 2 additional Special Agents with technical backgrounds to provide such coverage during the remaining 16 non-work hours for a total assignment for this project at this time of 1 Laboratory expert and 4 Special Agents with technical backgrounds. It was further pointed out that as the construction progressed with more floors and areas being simultaneously worked on and thus many more opportunities for surreptitious activity, it will be necessary from time to time to increase the number of personnel assigned to this security task.

REC:pmg (3)

REC-51

66-25574-1297D

1 - Mr. Beaver
1 - Mr. Casper
1 - Mr. Conrad
1 - Mr. Ehlivan
1 - Mr. Humphrey
1 - Mr. Mohr

(CYL:K)

59 JUL 14 1971

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59 JUL 14 1971

ORIGINAL FILED IN 66-11201-782

Executives Conference Memorandum
Re: Security of New FBI Building

The conference was in unanimous agreement that approval be granted for the assignment of 1 Laboratory expert and 4 Special Agents with technical training to provide security to the new FBI building against surreptitious activity during the superstructure construction phase.

I think first Good should take this problem up with GSA which in turn can deal with Perforator. This could put too heavy a drain on our personnel if we attempted to do it.

H.

UNITED STATES GOVERNMENT

Memorandum

- 1 - Mr. W. C. Sullivan
- 1 - Mr. J. P. Mohr
- 1 - Mr. T. E. Bishop

TO : Mr. Tolson

DATE: 6-9-71

FROM : The Executive Conference

- 1 - Mr. C. D. Brennan
- 1 - Mr. N. P. Callahan
- 1 - Mr. J. J. Casper
- 1 - Mr. I. W. Conrad
- 1 - Mr. D. J. Dalbey
- 1 - Mr. W. M. Felt
- 1 - Mr. J. H. Gale
- 1 - Mr. Alex Rosen
- 1 - Mr. W. S. Tavel
- 1 - Mr. L. M. Walters
- 1 - Mr. R. R. Beaver
- 1 - Mr. W. B. Soyars
- 1 - Mr. R. I. Shroder

gm
SUBJECT: ANALYSIS OF SECURITY IN
HANDLING AND PROCESSING OF
FORMS UTILIZED IN CONNECTION
WITH INFORMANT MATTERS

Those in attendance at the Conference on 6-9-71 included Mohr, Sullivan, Beaver, Soyars, Bishop, Brennan, Callahan, Felt, Conrad, Rosen, Gale, Dalbey, Tavel, Walters, Casper, and Shroder.

The Conference discussed in detail methods of affording greater security in the handling of informant forms as well as streamlining this procedure.

This matter involved detailed discussions concerning the various forms submitted by the field to the Bureau in connection with payments to all informants (racial, criminal and security). It was suggested that the form FD-221A (Request for Funds for Payment to Informant) be revised. This form is a request of the Special Agent in Charge by the Special Agent for payment to an informant. The present procedure in handling this form is to list the informant by name. It was decided that security could be improved in this form by listing the informant by his symbol number designation rather than by his true name. This form is not sent into the Bureau but is maintained in the field office confidential informant files and is given tight security.

338
Enclosure *sent 6-11-71*
JGD:bad (17)

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10 JUL 16 1971

51 JUL 20 1971

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t

No question made about this as you know

Memorandum to Mr. Tolson

RE: ANALYSIS OF SECURITY IN HANDLING AND
PROCESSING OF FORMS UTILIZED IN CONNECTION
WITH INFORMANT MATTERS

It was the unanimous view of the members of the
Executive Conference that the procedure for handling the
above form be changed in accordance with the above.

The Domestic Intelligence Division will prepare
the necessary SAC Letter and Manual change to implement
the above change.

ACTION:

Attached for approval is a proposed letter
to all Special Agents in Charge in accordance with the
above.

[Handwritten signatures and initials]

Handwritten signatures and initials are scattered across the lower half of the page. From left to right, they include: a signature that appears to be "G. J. ..."; a signature that appears to be "W. J. ..."; a signature that appears to be "W. J. ..."; a signature that appears to be "W. J. ..."; a signature that appears to be "W. J. ..."; a signature that appears to be "W. J. ..."; and a signature that appears to be "W. J. ...".

THE DIRECTOR

8-26-71

Ce
0
CLYDE TOLSON

EXECUTIVES CONFERENCE

In attendance at the Conference on 8-26-71 were Messrs. Mohr, Sullivan, Bland (for Bishop), Casper, Cleveland, Conrad, Gale, McDaniel (for Walters), Miller (for Ponder), Mintz (for Dalbey), Rosen, Sizoo (for Brennan), Soyars, Tavel, Walsh (for Callahan) and Felt.

Pursuant to your instructions, members of the Conference were briefed concerning recent attempts by various newspapers and reporters to obtain information about or from FBI personnel. Members were specifically advised that there should be absolutely no conversations with or answers of any sort to representatives of the Washington Post, New York Times, Los Angeles Times, Columbia Broadcasting System, and National Broadcasting Company. The only acceptable answer to such inquiries is **No Comment**.

It was emphasized that these instructions applied equally to the field and in telephonic conversations with the field concerning cases likely to result in press inquiries, precautionary reminders concerning the above representatives of the news media should be given.

For information

WMF:crt
(4)

REC-24
SEP 1 1971

66-2554-12972

1 - Mr. Casper

ST-103

5 SEP 3 1971

67 SEP 8 1971
8-31

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THE DIRECTOR

9-1-71

CLYDE TOLSON

EXECUTIVES CONFERENCE

In attendance at the Conference on 9-1-71 were Messrs. Tolson, Mohr, Sullivan, Bland (for Bishop), Brennan, Callahan, Casper, Cleveland, Conrad, Dalbey, Gale, Miller (for Ponder), Rosen, Soyars, Tavel, Walters and Felt.

Pursuant to your instructions, I made it crystal clear to the members of the Conference that when matters are routed to them for review, initialing of the item indicates their complete approval of the contents and recommendations, without reservation.

It was emphasized that if the official has any reservations concerning the contents, statements therein, or recommendations, if possible they should orally resolve them with the division originating the item. If disagreement or reservations are not resolved, the official should then briefly state his contrary or modifying views in an addendum so that the Director will have the full benefit of all arguments, pro and con.

I re-emphasized that the initials of a Bureau official on a memorandum, piece of outgoing mail, or other document indicated the complete approval of that official of all matters and recommendations therein.

WMF:crt

(4)

1 - Mr. Casper

EX-104 REC-67

66-2554-12973

15 SEP 10 1971

This is certainly a common sense & reasonable requirement which I had all along assumed prevailed.

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MR. TOLSON

9-28-71

O
EXECUTIVES CONFERENCE

X
INITIALING OF MAIL

Those in attendance at the Conference on 9-28-71 were Messrs. Mohr, Rosen for Sullivan, Bland for Bishop, Callahan, Jenkins for Casper, Cleveland, Conrad, Dalbey, Miller, Campbell for Ponder, Tavel, Walters, and Soyars.

Pursuant to the Director's instructions, all members of the Conference were advised of the Director's desire that in the future he expects the initials appearing on mail to be entirely legible and readable. It was pointed out that some of the initials appearing on mail were nothing more or less than hieroglyphics and the identity of the individual could not be ascertained from the illegible initials.

The officials were reminded that it was their responsibility to insure that not only they, but their supervisors, put clear, legible initials on mail in the future.

WBS:crt
(4)

1 - Mr. Casper (Sent Direct)

JC

ORIGINAL FILED IN

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66-2554-12974

REC-5

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MR. TOLSON

9-28-71

EXECUTIVES CONFERENCE

EBIRA KARATE CLUB

Those in attendance at the Conference on 9-28-71 were Messrs. Mohr, Rosen for Sullivan, Bland for Bishop, Callahan, Jenkins for Casper, Cleveland, Conrad, Dalbey, Miller, Campbell for Ponder, Tavel, Walters and Soyars.

The Conference considered a request that a female clerical employee of the General Investigative Division (Miss [redacted]) be allowed to teach a weekly class of female employees after hours in the fundamental, basic methods relating to self-defense. As background, with the Director's approval, we formed during 12/67 a Karate Club at the Bureau and since that time instruction has been given after working hours to two classes which meet weekly, one in the Identification Building and one at the Department of Justice Building. The members of the Club, who number about 75 employees, attend one of these weekly meetings.

b6
b7c

A request has been made to form a third class composed entirely of female employees to be taught by Miss [redacted] in the basic concepts of Karate; ie, stance, mental conditioning, fundamental moves, etc. There is to be no physical contact in the teaching. Arrangements have been made for a classroom that can be utilized for the activity. Miss [redacted] prior to her employment by the Bureau, has taught basic Karate.

It was the unanimous opinion of the Conference that approval be given for this activity.

WBS:crt
(4)

1 - Mr. Casper (Sent Direct)

REC-15

REC-15

66-2554-12975

WBS

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OK
H.

217

67 NOV 5 1971

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MR. TOLSON

11-8-71

EXECUTIVES CONFERENCE

PROCESSING OF MAIL

The Executives Conference met on 11-8-71. Those in attendance were Messrs. Tolson, Felt, Rosen, Mohr, Bates, Bishop, Callahan, Casper, Cleveland, Conrad, Dalbey, Miller, Ponder, Tavel, Walters and Soyars.

Pursuant to the Director's instructions, Mr. Felt emphatically pointed out that under no circumstances should memoranda being disseminated from the Bureau be undated. He stressed that all supervisors should be alerted to the fact that the problem apparently results from the dissemination of old memoranda in the files. Without a date, such memoranda could be evaluated by the receiving agency as current information.

Mr. Felt also instructed that all Bureau supervisors be forcefully reminded of current instructions regarding the handling of mail so that every effort can be made to get important material to the Director at the earliest possible time and with an absolute minimum of delay.

WMF:crt
(4)

1 - Mr. Casper

REC-14

66-2554-12976

8 NOV 11 1971

57 NOV 16 1971

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66-34665-4875

Executives Conference Memorandum
Re: Crime Aboard Aircraft - Hijacking

Discussion was had as to whether it would be possible for agents in such a situation to dispose of their credentials and badge in lavatory or similar hiding place on plane. It was unanimously agreed that if Cuban authorities identified agent and he was unable to produce credentials or badge, a situation might be created giving Cubans an excuse to detain agent.

We have had only one agent involved in this type of situation and it was felt that it would be sufficient at this time to alert field and restate existing rules.

Conference unanimously agreed new credentials should be issued to all agents to include color photographs and sufficient other changes to completely eliminate possibility of forged credentials being used to enter Bureau space; no change being made to badge. *OK, H.*

At present time Bureau policy permits entry to Bureau space by agents either displaying badge or credentials. The minority, consisting of Messrs. Tolson, Felt, Bishop, Dalbey and Ponder recommended agents be permitted entry to Bureau space only on display of credentials. Mr. Mohr pointed out new employees must enter space with badge in case of agents and temporary pass in case of clerks, while credentials and clerical badges are being made. The majority, consisting of Messrs. Rosen, Mohr, Callahan, Casper, Cleveland, Conrad, Tavel, Walters, Soyars, Shroder and Moore recommended agents be allowed to enter Bureau space on display of either credentials or badge.

When the Director's views are made known, Administrative Division will handle the agent credentials and Training Division will prepare suitable SAC Letter to the field.

I share minority view.
H.
Respectfully,
For the Conference

Clyde Tolson

RA
THE DIRECTOR

11-2-71

EXECUTIVES CONFERENCE MEMOS

CRIME ABOARD AIRCRAFT - HIJACKING

On 11-1-71 Executives Conference met to considered captioned matter. Those in attendance were Messrs. Tolson, Felt, Rosen, Mohr, Bishop, Callahan, Casper, Cleveland, Conrad, Dalbey, Ponder, Tavel, Walters, Soyars, Shroder (for Bates) and Moore (for Miller).

Mr. Felt referred to recent hijacking of a Boeing 747 airplane to Havana wherein an agent on annual leave was en route from New York to San Juan, his duty station. At Havana agent was interviewed by Cuban authorities who took his badge, credentials and revolver. These items were returned to him prior to his departure from Havana.

Agent had in his credential case 2 telephone numbers, 1 of which he identified to the Cubans as relocation site of San Juan Office (being handled separately). Felt pointed out we must assume Cubans took photographs of credentials and impressions of badge, thereby raising questions as to steps to insure Bureau space against penetration by foreign agents with counterfeit credentials or badge.

Felt also reviewed our current instructions for agents in the event of hijacking (copies attached). All agents are required to carry their sidearm when traveling by air on official business. There is no objection to carrying sidearm during personal air travel. In all such instances, credentials must be displayed to appropriate airline officials and notification given that agent is armed. Employees are prohibited from carrying with them, either on their person or in their luggage, any Bureau manual, handbook, monograph or other Bureau document. Confidential material for use in an assignment involving air travel is to be sent ahead by Bureau mail. Employees have been specifically instructed if involved in hijacking situation and interrogated by Cuban authorities, great care should be used to prevent any incident which would give Cubans excuse for harassment of Bureau. Agents are not to volunteer information and should promptly identify themselves with driver's license, furnish home address and, if asked, give employment as Department of Justice. Care should be taken to avoid furnishing false information and, if Cubans press for specifics, Bureau employment should be furnished but without details.

Enc.

Wey
WMF:crt

(4)

1 - Mr. Casper (Sent Direct)

(OVER. . .)

22 NOV 17 1971

EX-112
REC-19 66-2534-12977
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67 NOV 17 1971

- 1 - Mr. Felt
- 1 - Mr. Rosen
- 1 - Mr. Mohr

10/22/71

Mr. Tolson

The Executives Conference

- 1 - Mr. Bates
- 1 - Mr. Bishop
- 1 - Mr. Callahan
- 1 - Mr. Casper
- 1 - Mr. Cleveland
- 1 - Mr. Conrad
- 1 - Mr. Dalbey
- 1 - Mr. Miller
- 1 - Mr. Ponder
- 1 - Mr. Walters
- 1 - Mr. T. J. Smith

SUGGESTIONS FOR COMBATTING
URBAN GUERRILLA WARFARE

At the Executives Conference held on Friday, October 22, 1971, attended by Messrs. Felt, Rosen, Mohr, Bates, Bishop, Callahan, Casper, Cleveland, Conrad, Dalbey, Miller, Ponder, and Walters, the captioned subject matter was discussed.

Mr. Felt described an armed robbery of a church on 10/18/71 which resulted in the capture of a renegade priest and three other individuals. A search of their residence and another location revealed weapons--including three stolen guns--and other material typical of an urban guerrilla warfare operation.

Mr. Miller pointed out that this was certainly indicative of the modus operandi of the urban guerrilla, as described by the well known Brazilian revolutionary, Carlos Marighella, in his "Minimanual of the Urban Guerrilla."

Mr. Miller then described three other cases involving armed robberies in which it appears obvious that the crimes were committed for the purpose of financing a revolutionary movement and are typical of the "expropriation" type robberies committed by urban guerrillas in Latin-America and elsewhere. He related that the "Minimanual of the Urban Guerrilla" has been distributed widely throughout the U.S. and has been printed in numerous extremist publications. He also showed the Conference a copy of Abbie Hoffman's recent book, "Steal this Book," which describes in detail the best manner to exist by thieving and pilferage.

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66-2554-12908

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DATE 2/26/02 BY SP5UC/AB

60 NOV 1971

Memorandum for Mr. Tolson
RE: SUGGESTIONS FOR COMBATTING
URBAN GUERRILLA WARFARE

Mr. Miller pointed out that Domestic Intelligence Division has been closely following the trend of urban guerrilla activity for some time on a case by case basis. A special study was produced and disseminated by the Research Section, 4/2/71, entitled "1970: Year of the Urban Guerrilla."

On 10/19/71 an SAC Letter captioned "Urban Guerrilla Warfare Activity" levied a requirement on the field to explore the possibilities that various crimes of robbery, theft, bombings, attacks on police, and airplane hijackings were part of urban guerrilla activity. The field will now submit monthly summaries of incidents which could involve urban guerrilla activity. Domestic Intelligence Division has a committee of Unit Chiefs and Division officials which meets weekly to discuss means of detecting and neutralizing such activity.

Mr. Miller also advised that a memorandum had been prepared recommending that Domestic Intelligence Division cover this subject in a minimum one-hour lecture before future National Academy classes, New Agent classes, and In-Service classes. He also suggested that the Conference consider the possibility of designating "Urban Guerrilla Warfare" as the main topic for the next Law Enforcement Conference, and to have Inspection Staff prepare a white write-up on the subject during future inspections.

Mr. Mohr pointed out that the next Law Enforcement Conference would not be until the Fall of 1972, and that this appeared to be a problem which should be discussed with key police officials at an earlier date, since the police obviously have a collateral interest in the matter.

Mr. Casper agreed and suggested that the Conference consider a two-day pilot conference as a starter with key police officials around the Nation invited to attend. No one would be invited, of course, without the Director's specific approval.

CONTINUED - OVER

Memorandum for Mr. Tolson
RE: SUGGESTIONS FOR COMBATING
URBAN GUERRILLA WARFARE

Mr. Casper suggested that the Special Agents in Charge of offices covering major cities be instructed to recommend the most knowledgeable individual in a department whether he be the chief, commissioned officer or lower level officer. The key consideration is that we want the one with greatest capability; one who could contribute, since we want to learn from such a conference. At this point it could be estimated that approximately 50 such individuals could be invited.

Mr. Casper pointed out that we have the authority to afford Special Police Training in such matters and we have money in the budget to pay each officer's transportation both ways plus \$16 per day per diem.

Mr. Miller concluded by pointing out that there is very good reason to believe that urban guerrilla warfare exists and is on the increase. He said urban guerrilla warfare is a part of revolutionary efforts to destroy the U.S. Government. He stated that the FBI has a responsibility in that respect and that the FBI should act now to determine the extent and danger of urban guerrilla warfare.

The entire Conference voted in favor of a pilot conference of key police officials on the subject of urban guerrilla activity at an early date.

ACTION:

If the Director approves, Domestic Intelligence Division, in collaboration with Training Division, will send out appropriate instructions to the field and set up a schedule and topical agenda for the Director's approval.

OIC
J.

Date of Mail 11/16/71

Has been removed and placed in the Special File Room of Records Branch.

See File 66-2554-7530 for authority.

Subject JUNE MAIL - Executives Conference 189

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File Number 66-2554-✓

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Permanent Serial Charge Out

MR. TOLSON

11-15-71

THE EXECUTIVES CONFERENCE *Memo*

RESTRICTED ANNUAL LEAVE OF SACs

The Executives Conference of November 15, 1971, consisting of Messrs. Tolson, Felt, Mohr, Rosen, Bates, J. F. Bland (for Bishop), Callahan, Casper, A. A. Staffeld, Jr. (for Cleveland), Conrad, Dalbey, E. S. Miller, Ponder, Tavel, and N. E. McDaniel (for Walters), considered the need for continuing the current restriction upon use of annual leave by SACs outside their headquarters city during the academic year, i. e. September to June.

It was pointed out that this restriction was placed into effect by an airtel to all SACs dated 5-19-70 due to civil disorders, especially those involving college students which were occurring at a rapid pace and immediately followed the incident at Jackson, Mississippi, State College where the SAC at Jackson was on the West Coast on 3 weeks' annual leave at the time, recognized his responsibility, canceled his leave voluntarily and returned to Jackson.

It was further pointed out to the Conference that there has been a marked decrease in the number of such disorders and demonstrations involving students and that thus far in the 1971-1972 school year there have been but 20 college demonstrations, including 4 sit-ins resulting in one injury and property damage estimated at \$37,000. It was proposed that regulations predating the airtel of 5-19-70 and still in existence would remain which forbids the joint absence of the SAC and ASAC except in emergencies and would further provide that the SAC, irrespective of annual leave or personal commitments, must return to the office to assume personal charge of major cases which arise in his absence. All annual leave of SACs requires prior Bureau approval.

The Conference unanimously agreed that the current restriction upon use of annual leave by SACs be rescinded. Attached is an airtel to all SACs accomplishing this.

Enc.
NPC:pmd (5)
1 - Mr. Felt
1 - Mr. Casper

EX-112

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The Director

January 20, 1972

The Executives Conference

SECURITY OF NEW FBI BUILDING

On 1/20/72 the Executives Conference, consisting of Messrs. Tolson, Felt, Rosen, Mohr, Bates, Bishop, Callahan, Casper, Conrad, Dalbey, Miller, Ponder, Waikart, Walters, Staffeld for Cleveland, and Soyars, considered a proposal by the Laboratory to assign five additional Agents to afford security during construction of the new FBI Building.

BACKGROUND:

Conference on 8/17/71 unanimously recommended one Laboratory expert and four technically trained Agents be assigned to patrol the building site to guard against planting of surreptitious electronic listening devices during construction. Director commented that this should be taken up with General Services Administration. GSA subsequently advised they were unable to furnish such security. Executives Conference then on 11/16/71 unanimously recommended assignment of one supervisor and four technically trained Agents to provide one man per shift. This duty commenced 1/4/72 with 4 Agents on 6-day per week schedule and being paid overtime in lieu of fringe overtime benefits. Fifth man, a Laboratory expert, available at all hours for supervision and direction.

PRESENT PROPOSAL

Mr. Conrad proposes to add five Agents (not sound trained) to bring to 10 the number of Agents patrolling the construction site. Request for additional manpower based upon implied threat in letters prepared by [redacted] subject of BANKBOM case, wherein the indicated bomb could be placed in a building under construction, such as new FBI building, to go off many months later. Laboratory feels widespread publicity given this threat may cause an attempt to bomb the building. Increased manpower would also serve to strengthen protection against planting of surreptitious listening devices. With two men, instead of one at present, on duty on each shift during night and weekend hours when construction crews not at work, Agents would be assigned a 5-day week instead of present 6-day week and would receive fringe benefits instead of present overtime payment. While five additional Agents need not be sound trained, they would be given special training in recognition of listening devices and explosives.

1 - Messrs. Casper, Felt X-103
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Executives Conference Memorandum
Re: Security of New FBI Building

FACTORS CONSIDERED

The original proposal to guard the site contemplated possible increase in personnel required as building site becomes more complex with progress of construction. Subsequent construction of first floor structures complicates the problem of keeping area under observation and makes more difficult detection of intruders. Assignment of a second Agent on each shift would permit more effective patrol and would permit Agents equipped with Walkie-Talkie radios to assist each other whenever trouble encountered. As construction progresses above street level and building is enclosed, it should be possible to limit access by closing and locking entrances and consideration should be given to reducing manpower on patrol based on construction progress and our experience.

Conrad and Mohr expressed view that security would be substantially improved by addition of a second Agent on each shift and that presence of a second Agent was necessary to provide assistance in event intruders detected or problems encountered. It was generally agreed that number of Agents used for patrol is quite flexible, that a substantial number of Agents would be required to provide absolute security, and that the question, therefore, is where to draw the line as to the number of Agents to be assigned. Capability of foreign governments in electronics field and possibility that radicals may attempt to bomb the building have a symbolic attack on FBI indicate desirability of affording a reasonable degree of protection to the building.

Felt and Mr. Tolson expressed the view that unlimited manpower could be devoted to this project without providing complete security, and they felt assignment of additional Agents not warranted in view of the cost involved and the inability of two Agents on each shift to provide complete security.

CONCLUSION

Opinion of the Conference was divided. Mr. Tolson and Felt took the position that the addition of five Agents for guarding the new building was not warranted, while the remaining members of the Conference favored approval of the proposal to assign five additional Agents.

Respectfully,
For the Conference

Clyde Tolson

*I reserve minority
view. H.*

MR. TOLSON

February 9, 1972

The Executives Conference

**PROPOSAL TO NO LONGER RETAIN
AND POST TO IDENTIFICATION RECORD
CERTAIN TYPES OF FINGERPRINT CARDS**

The Executives Conference, consisting of Messrs. Tolson, Felt, Rosen, Mohr, Bates, Bishop, Callahan, Cleveland, Conrad, Dalbey, Jenkins (for Casper), Miller, Ponder, Soyars, Waikart, and Walters, met on February 9, 1972.

Mr. Walters proposed Ident discontinue practice of retaining prints and posting to identification record (rap sheet) those submissions of registration or inquiry nature which do not, on their face, constitute an arrest, i. e., contain no charge. Examples are felony registration, health registration, narcotics registration and "inquiry." Primary purpose of suggestion is to save Bureau future difficulty by reason of having rap sheet cluttered by actions not constituting an arrest but which are either meaningless ("inquiry") or could present to an employing or licensing agency an erroneous impression of an arrest having occurred. Further, our manual ident operation would thereby more closely conform to the policy governing the computerized criminal history program (wherein such actions cannot be entered by the states). By-product would be slight reduction in workload (30 such prints on average day) and resultant monetary savings (\$1, 800 per year).

These types of prints would continue to be fully searched through Ident so no change occurs in detecting fugitives on whom wanted notices posted. A handwritten notation would be made on the jacket flysheet (as now done on return applicant prints) so record is preserved for future "lead" purposes in any Bureau investigation.

FEB 17 1972

By way of background Mr. Walters pointed out a number of police agencies now submit "inquiry" prints and place notation on fingerprint cards requesting their return. All such requests are honored. The Detroit, Michigan, Police Department, for example, has long had an arrangement at its request to return all criminal prints after search and their prints are routinely labeled "inquiry." If individual is subsequently convicted of an offense, the print with both charge and conviction noted thereon is again submitted Ident for retention

- 1 - Mr. Felt
- 1 - Mr. Casper

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58 FEB 23 1972

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Executives Conference Memorandum
Re: Proposal to No Longer Retain
and Post to Identification Record
Certain Types of Fingerprint Cards

and posting to rap sheet. This procedure has worked exceedingly well. Example of avoidance of problems also was cited wherein during past year legal action was instituted by person who as a young man had asked for and received a night's lodging in a local jail; jailer's rules required fingerprinting; subsequent rap sheet entry ("lodger") was being questioned by potential employers.

The Conference unanimously recommended that the suggested procedure be adopted and hereafter such nonarrest prints be returned to contributor with results of search, but not posted to rap sheet as additional entry.

OIC
AK

Mr. Tolson

January 6, 1972

The Executives Conference

PROPOSED RENAMING THE "NCIC STOP INDEX"
AND INCLUSION OF CERTAIN INDIVIDUALS OF
INTEREST TO CRIMINAL INTELLIGENCE ACTIVITY

Those in attendance at the conference on January 6, 1972, included Messrs. Felt, Callahan for Mohr, Bates for Rosen, Soyars, Bishop, Casper, Ponder, Conrad, Shroder for Bates, Waikart, Walters, Miller, Bassett for Callahan, Mintz for Dalbey, and Staffeld for Cleveland.

The conference considered the suggestion that certain organized crime subjects be included in the NCIC Stop Index to assist in being alerted to inquiries directed to NCIC from police departments and other sources. The proposal was made by the Special Investigative Division.

Background of Proposal:

Over the years, subjects of interest to our organized crime investigations have been frequently on the move from one part of the country to another and on occasion have been subject of arrest or law enforcement inquiry. While stops are maintained in the Identification Division and elsewhere, when feasible, this gives us only limited capability in learning of such law enforcement interest. It has been ascertained that the NCIC Stop Index cannot accommodate inclusion of organized crime figures which may assist in learning of any inquiry directed to NCIC with respect to organized crime subjects whom we may include in the NCIC Stop Index.

Mr. Bishop raised the question as to whether or not this might give rise to the possibility of outside criticism if it were learned that the NCIC facility was being used for the Bureau's internal use in this manner,

- | | | |
|------------------|---|---------------|
| 1 - Mr. Felt | 1 | Mr. Dalbey |
| 1 - Mr. Mohr | 1 | Mr. Bates |
| 1 - Mr. Rosen | 1 | Mr. Miller |
| 1 - Mr. Soyars | 1 | Mr. Ponder |
| 1 - Mr. Bishop | 1 | Mr. Waikart |
| 1 - Mr. Callahan | 1 | Mr. Walters |
| 1 - Mr. Casper | 1 | Mr. Cleveland |
| 1 - Mr. Conrad | 1 | Mr. Staffeld |

FILE PROCESSED FOR RELEASE
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SEE BUFILE 62-117455

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Executives Conference Memorandum
RE: PROPOSED RENAMING THE "NCIC STOP INDEX"
AND INCLUSION OF CERTAIN INDIVIDUALS OF
INTEREST TO CRIMINAL INTELLIGENCE ACTIVITY

bearing in mind that the NCIC has been publicly identified as a facility which will give prompt response to any law enforcement inquiry as to whether or not process is outstanding on an individual on whom an NCIC inquiry might be made.

Suggested Alternative to Present NCIC Stop Index:

Mr. Walters pointed out that there can be no guarantee of positive security (immune from dissemination through error or penetration) applicable to sensitive data if it is stored on line in any computer system with remote terminals. Also, we emphasize in public statements that no persons are lodged in the NCIC system unless they meet the announced criteria, pursuant to guidelines established by the Advisory Policy Board, and the Bureau would be sorely embarrassed if it were discovered we were not strictly abiding by our public pronouncements. He pointed out these arguments applied with equal force to persons already included in the Stop Index as well as to additions now being proposed for it. As a solution, Walters proposed the entire Stop Index, which is strictly a Bureau investigative aid, be removed from NCIC and made a separate program stored off line in the computers. At the end of each day (or at any established interval), a computer program could be used to compare that day's inquiries into NCIC (from the automatic log of such traffic maintained on tape) against the separate Bureau Stop Index. Any "hits" would be routed to the interested investigative division for follow-up notification to the field. The only disadvantage from the way the system has been operating is that the field would not receive immediate notification. Assistant Directors of all investigative divisions agreed, however, that the time element is not that critical with respect to persons carried in the Stop Index.

The advantage to the change would be to make the Stop Index completely separate from NCIC and thus provide 100% assurance against NCIC mechanical accident which could reveal our internal Bureau Stop Index program to NCIC user agencies.

Matters Previously Authorized for Inclusion in the NCIC Stop Index:

It was noted that at the present time as a result of previous approval, certain representatives of the New Left, Weatherman, Medburg subjects, Venceremos Brigade members, Top Jewel thieves, Selective Service delinquents and miscellaneous persons on whom the field may place a special stop are included in the NCIC Stop Index. Mr. Miller pointed out

418071

Executives Conference Memorandum

RE: PROPOSED RENAMING THE "NCIC STOP INDEX"
AND INCLUSION OF CERTAIN INDIVIDUALS OF
INTEREST TO CRIMINAL INTELLIGENCE ACTIVITY

that the results of stops pertaining to subjects of interest to the Domestic Intelligence Division turned up information with respect to the whereabouts of these subjects which on a timely basis would not have been available from any other source. The Special Investigative Division pointed out that it desires the same capability for selected La Cosa Nostra members, Top Echelon informants, material witnesses who are under assumed names and other selected organized crime figures.

Relative Costs:

The changeover in the manner suggested would enable the Stop Index to be operated through our ADP facilities. The Administrative Division has advised that this would be a much cheaper operation on a day-to-day basis than present costs of on line computer time which is being utilized by the NCIC Stop Index.

Conclusion of Executives Conference:

The conference was unanimous in agreeing that the NCIC Stop Index should be set up as a separate entity and renamed "Stop Index" and that the names on the Stop Index in addition to those individuals now included should incorporate those individuals of interest to our criminal intelligence investigations. The conference also agreed that the Stop Index should in the future be run periodically during the day possibly at 12-hour intervals against the inquiries directed by outside agencies to the NCIC during the previous 12-hour period and the results provided to the interested Division for appropriate handling.

OK
R

418072

The Director

February 11, 1972

The Executives Conference

**ASSIGNMENT OF LEGAL, LABORATORY AND IDENTIFICATION INSTRUCTORS
EXPANDED FBI ACADEMY, QUANTICO, VIRGINIA**

On February 9, 1972, the Executives Conference, consisting of Messrs. Tolson, Felt, Soyars, Rosen, Mohr, Bates, Bishop, Callahan, Jenkins for Casper, Cleveland, Conrad, Dalbey, Miller, Ponder, Waikart, and Walters, considered the question of whether the instructors on the expanded faculty at the new Academy at Quantico should be assigned to the Training Division or to Office of Legal Counsel, Laboratory and Identification Divisions.

BACKGROUND

Completion of necessary buildings will permit use of new facilities in May, 1972, for New Agents and In-Service training. 500 National Academy men will enter training, shortly after July 1, followed by three other classes of 500 during Fiscal Year (FY) 1973, for a total of 2,000. Same faculty will concurrently handle specialized police courses (1,000 officers per year). Thus, the Academy plans to be at full capacity with 750 students in attendance by 7/72. Our testimony before various Congressional committees has obtained approval for 63 additional full-time employees (23 Special Agents and 40 clerks) during FY 1972 to provide adequate staff to commence operations; recognized importance of getting expansion underway at earliest possible time; furnished convincing reasons to resist consolidation of FBI Academy with Federal Training Center at Beltsville, Maryland, based upon maximum use of Quantico facilities training police officers and FBI personnel. To representatives of Office of Management and Budget, we have furnished testimony that we expect the expansion of the FBI Academy to 2,000 men per year, as authorized by the Omnibus Crime Control and Safe Streets Act of 1968, to get underway during the 1973 FY, plus the training of 1,000 police officers for specialized courses. Authorized Training Division Agent complement to handle this capacity load at both Seat of Government and Quantico is 84 for FY 1973. On board complement, excluding Assistant Director and Number One Man, is 44. The difference of 40 will be selected from Agents carefully screened by Assistant Director Casper, many of whom have obtained advanced degrees under Bureau auspices, and will be transferred to Training Division in time to meet these training commitments. 7 Agents will remain in headquarters to handle Suggestion Desk, Field Police Training and Conferences Unit, selection of FBI National Academy candidates, language training and gymnasium, while balance will be assigned at the new Academy.

S

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Enclosure
1 Mr. Felt 1072
1 Mr. Casper

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FEB 29 1972

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Executives Conference Memorandum
Re: Assignment of Instructors - Quantico

Ponder memorandum 2/4/72 (attached) discussed Training Division proposal that full-time faculty members at the new Academy teaching legal, forensic science, and identification matters should be transferred to and regularly assigned to the Training Division rather than have them assigned to Office of Legal Counsel, Laboratory and Identification Divisions. Laboratory and Identification Divisions agree that instructors in forensic science and identification matters should be assigned to Training Division, but Mr. Dalbey took the position that legal instructors should be under direct supervision of Office of Legal Counsel to maintain quality of legal training.

Same faculty will handle FBI National Academy (2,000 officers per year), specialized police courses (1000 officers per year) as well as training of our own New Agents and In-Service Classes. Training Division anticipates assignment of two forensic science instructors, two in identification matters, and 8 to handle legal instruction. (Exact number of instructors will, of course, be justified based on level of training activity at Quantico.) Nucleus of Quantico legal staff (two 3 instructors) would come from Office of Legal Counsel with remainder selected from among qualified field police instructors who have specialized in legal training. Other recommendations in attached memorandum are not at issue (i.e., that Training Division, after consulting with Laboratory and Identification Divisions and Office of Legal Counsel, proceed with selection and recommendation for approval of instructors to be assigned Quantico and that Training Division consult with other Seat of Government Divisions regarding future specialized training programs which will require temporary staffing assistance from other Divisions before such specialized courses are approved.)

FACTORS CONSIDERED

With regard to the difference of opinion as to whether legal instructors should be assigned to Training Division or to Office of Legal Counsel for day-to-day supervision, Training Division feels that entire faculty at Quantico should be under the control, supervision and discipline of Training Division. Agents necessarily will be assigned full time at Quantico and dividing responsibility for their performance between Training Division, which operates the Academy, and Office of Legal Counsel, which contains Bureau's best legal experts, would be undesirable and Training Division believes that for efficient administration of Quantico it should have complete authority over all full-time faculty members assigned.

Mr. Dalbey, in opposing assignment of legal instructors to Training Division, states that the quality of legal training would suffer. Instructors would lose day-to-day contact with the Bureau's legal problems being regularly handled by Office of Legal Counsel, which has the best up-to-date knowledge of legal problems confronting the Bureau and law enforcement. Mr. Dalbey conceded that assignment of faculty

Executives Conference Memorandum
Re: Assignment of Instructors - Quantico

members to Training Division makes sense administratively, in a technical sense only, but he believes that the high quality of legal training established in the past would suffer if the Bureau's best legal minds were not actively supervising the instructors. Mr. Dalbey points out that having an Office of Legal Counsel here and a legal staff in Training Division would create a division of responsibility with the danger that the right hand would not know what the left hand is doing.

Mr. Mohr pointed out that legal instructors were part of the Training Division for many decades prior to establishment of Office of Legal Counsel and that having divided responsibility for supervision of Quantico faculty would not represent sound management. Legal instructors operating at a great distance from Office of Legal Counsel should have supervision at Quantico represented by a Unit Chief, who would be head of the Legal Department of the Academy. The Unit Chief would be required to maintain liaison with Office of Legal Counsel to keep abreast of developments just as would instructors and Department Heads in other areas who will have to rely on experts and specialists throughout the Seat of Government to maintain up-to-date knowledge of current problems and techniques.

Mr. Felt also expressed the view sound administration and management considerations dictate that full-time Quantico faculty be under direct supervision of the Training Division.

CONCLUSION

Mr. Dalbey opposed the assignment of legal instructors to the Training Division while all the remaining members of the Conference favored assignment of these instructors to the Training Division.

Respectfully,
For the Conference

Clyde Tolson

9
THE DIRECTOR

2/29/72

THE EXECUTIVES CONFERENCE

The Executives Conference of February 29, 1972, met with the following present: Messrs. Tolson, Callahan, Bishop, Casper, Campbell for Ponder, Conrad, Rosen, Miller, Cleveland, Soyars, Bates, Dalbey, Felt, Waikart, Walters and Mohr.

X Mr. Mohr advised the Conference of the situation relating to "The Investigator" and the harassment and the threatened suit by the New York Times concerning this publication and the specific alleged desire of the New York Times to print the complete article which appeared in the December issue of "The Investigator" concerning the Legat Office in Spain. It was pointed out that the Bureau had offered to make available the article without the photographs but that the New York Times was insisting not only on having access to the written material but also the photographs of the Bureau personnel assigned to the Legat Office in Spain.

New York, New York EX-100 REC-6 66-2554-1231
The Conference was further advised that the Legal Counsel's Office of the Department was of the opinion that if the New York Times took the matter to court, the Bureau would lose; however, Attorney General Kleindienst had indicated he would be perfectly willing to take the matter to court and test it to a final issue.

SECRET
MAR 9 1972
The members of the Conference were strongly of the opinion that the Bureau should do everything possible to resist the New York Times and not knuckle under like many of the individuals in the Department. They also felt that "The Investigator" was a great morale factor among Bureau personnel, particularly clerical personnel. They also felt that little or nothing would be achieved by printing "The Investigator" without the photographs of employees since the photographs meant so much to the employees and the members of their families. It was also pointed out that the FBIRA would be virtually nothing without "The Investigator." It was further pointed out that many employees pay their \$1.50 dues to the FBIRA and the only benefit they receive is "The Investigator." Furthermore without "The Investigator" there would be no way of publicizing the activities of the FBIRA and letting employees know exactly what was going on among employee groups in our organization.

54 MAR 5 1972
1 - Mr. Felt

1 - Mr. Casper

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Mr. Dalbey suggested that the Bureau should not at this point knuckle under to the New York Times but that we should continue to publish "The Investigator" until such time as we felt a clear threat to the Bureau was being posed by either the New York Times or by the radical press, such as the Daily Worker and the Black Panther magazine. Mr. Dalbey felt that the magazine was of importance to Bureau personnel and that we should continue to publish it until there was a real threat rather than the current harassment by the New York Times.

Mr. Felt said he was in favor of continuing the publication of "The Investigator" but felt that we should have nothing in any future issues concerning our Legat Offices.

Mr. Tolson recommended we discontinue the publication of the magazine forthwith.

Mr. Mohr stated that he was in favor of discontinuing the publication if continued publication constituted a real serious problem to the Bureau but at the same time he was opposed to knuckling under for the New York Times and recommended we continue publication as suggested by Mr. Dalbey.

The majority of the Conference agreed with Mr. Dalbey that we should continue publication of "The Investigator" until such time as we felt a substantial threat occurred to the Bureau, at which time we could then discontinue its publication.

Respectfully
For the Conference

Clyde Tolson

*I shall avoid publication
by N.Y. Times to see if
we can angle it later.
H.*

UNITED STATES GOVERNMENT

Memorandum

TO : DIRECTOR

DATE: 2/25/72

FROM : EXECUTIVES CONFERENCE

SUBJECT: EXPEDITING OF MAIL FLOW

| | |
|--------------|--|
| Tolson | |
| Felt | |
| Rosen | |
| Mohr | |
| Bishop | |
| Miller, E.S. | |
| Callahan | |
| Casper | |
| Conrad | |
| Dalbey | |
| Cleveland | |
| Ponder | |
| Whitely | |
| Waikart | |
| Soyars | |
| Tele. Room | |
| Holmes | |
| Gandy | |

*Ind. file
M.A. [unclear]*

The Executives Conference, consisting of Messrs. Tolson, Felt, Rosen, Mohr, Bates, Bishop, Callahan, Campbell for Ponder, Cleveland, Conrad Dalbey, Jenkins for Casper, Sizoo for Miller, Soyars, Waikart and Walters, met on 2/24/72.

Mr. Felt emphatically called attention to the need for expediting mail at all levels to insure its arrival in the Director's Office as early as possible in the work day. He advised that mail deadlines in Mr. Tolson's Office are being set one hour earlier and instructed all officials to adjust their own deadlines accordingly. Felt described the results of an Inspector's mail survey indicating that handling times in almost all offices are too long. (Attached)

Mr. Felt stressed the absolute need to keep the mail flowing smoothly and instructed that mail should not be allowed to accumulate at any point, and if necessary pick-ups must be increased. He instructed that all employees be emphatically reminded to keep the mail moving to insure a fast even flow.

Mr. Felt pointed out that memoranda, abstracts and notes must fully spell out the full name of any Bureau Division referred to. For example, instead of "Division 9" the full name "Special Investigative Division" should be used.

For The Executives Conference

Clyde Tolson 4 MAR 20 1972

EX-105

REC-6 66-2554-12985

ORIGINAL FILED IN 66-3665-4523

Treat as yellow

WMF:DSS

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Above apparently had no effect in view of back-ups in 3 Divisions this morning & then suddenly a flood of mail came thru.

57 MAR 20 1972 MADE FOR MR. TOLSON
APR 12 1972

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THE DIRECTOR

3-14-72

EXECUTIVES CONFERENCE

NATIONAL CRIME INFORMATION
CENTER/COMPUTERIZED CRIMINAL
HISTORY (NCIC/CCH)
COMPUTER OPERATIONS

The Executives Conference met 3-14-72. Those in attendance were Messrs. Tolson, Felt, Mohr, Rosen, Bates, Bishop, Callahan, Casper, Conrad, Cleveland, Dalbey, Miller, Ponder, Waikart, Walters, Soyars and Daunt.

The Conference considered the problems the Bureau is facing and will face in connection with the task of our acting as a National index for the NCIC/CCH program. By reason of the close relationship existing between the Identification Division functions and the state computerization of identification records, it was agreed there would have to be maximum coordination between:

- (1) the Identification Division;
- (2) the Uniform Crime Reporting (UCR) Section, Crime Records Division, which has overall responsibility for development of NCIC/CCH; and
- (3) the Voucher-Statistical Section, Administrative Division, which is responsible for the operation of our computers.

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Discussion was had as to whether a new Division should be formed which might assist in meeting the problems in the NCIC/CCH program.

Messrs. Rosen, Bates, Bishop and Callahan believed that a new Division was not necessary. They believed the desired coordination could be accomplished by removing the entire Crime Records Division (including the UCR Section) from under Mr. Felt's supervision and placing it under Mr. Mohr. In this way we would be placing under Mr. Mohr's direct supervision each of the three Divisions which are involved in NCIC/CCH; namely, Crime Records, Administrative and Identification Divisions. (Mr. Mohr presently supervises the Administrative and Identification Divisions.)

Mr. Ponder also did not believe a new Division should be formed. He felt the problem could best be solved by transferring the UCR Section from the Crime Records Division to the Identification Division. We would then be putting NCIC into the Identification Division.

WBS:crt (5)

1 - Mr. Casper 1 - Mr. Felt

REC-51 66-2554-12980

15 MAR 30 1972

(OVER...)

Executives Conference Memorandum
Re: NCIC/CCH; Computer Operations

The majority, consisting of Messrs. Tolson, Felt, Mohr, Casper, Cleveland, Conrad, Dalbey, Miller, Waikart, Walters and Soyars, were in favor of the formation of a new Division. The new Division would be made up of the UCR Section of the Crime Records Division and the Voucher-Statistical Section of the Administrative Division and named the Computer Systems Division. We would be incorporating into the new Division all of our computer operations and also including therein the largest user of the computers, namely, the NCIC/CCH program. The new Division would be located in the Identification Building and would be under the overall supervision of Mr. Mohr.

The new Division would not include any of the other functions of the Crime Records Division, such as correspondence, fairs, publicity, research, etc. They would remain in the Crime Records Division under Mr. Bishop with overall supervision by Mr. Felt. Similarly, the other functions of the Administrative Division, such as exhibits, personnel matters, applicants, budget matters, etc., would remain in the Administrative Division under Mr. Callahan with overall supervision by Mr. Mohr.

There was one item discussed on which all members of the Conference were in agreement. This involved a transfer of the Computerization of Identification Records of Federal Offenders (CIRFO) unit, now in the UCR Section to the Identification Division. In this respect, under the present system the Identification Division makes Xerox copies of arrest records and sends them to the CIRFO unit at K Street where employees abstract arrest information onto charts in code. Thereafter, the charts are sent back to the Identification Building to the Voucher-Statistical Section to be put in the computer. Transfer of the CIRFO unit (40 employees) to the Identification Division will eliminate the Xeroxing step as coding work can be done directly from the original records in the Identification Division. Ultimately the Identification Division will have an NCIC terminal which will allow data to be entered directly into the computer.

Respectfully,
For the Conference

Clyde Tolson

*I share majority
view with Soyars
as Assistant Director.*

H.

Mr. Tolson

April 6, 1972

The Executives Conference

~~STUDENT ACTIVITIES FEE~~
~~FBI ACADEMY RECREATION FUND~~
~~NEW FBI ACADEMY~~

On April 6, 1972, the Executives Conference, consisting of Messrs. Felt, Campbell, Rosen, Mohr, Bland for Bishop, Sizoo for Miller, Walsh for Callahan, Casper, Conrad, Dalbey, Cleveland, Ponder, Bates, Marshall for Waikart, Walters, and Griffith for Soyars, considered the establishment of a voluntary student activities fee and consolidation of the FBI Academy Recreation Fund at the new FBI Academy at Quantico.

It was pointed out that at the new FBI Academy which is located some distance from recreational facilities there will be a need for an appropriate recreational program in the new Academy. Such a program should include attendance at the movies in the evenings in the FBI Academy auditorium which will be furnished by the Department of the Navy Film Service at a nominal cost of 12-1/2 cents per person plus cost for the services of a projectionist, purchase of televisions for recreational areas, Ping-Pong and billiard tables, cards, athletic equipment, social functions, and boats to be used at the Marine lake recreational area assigned to the FBI. The total estimated costs for these items between now and January 1 are \$19,195. Of course, no gambling will be permitted at the Academy at any time. Attached is a detailed breakdown of the costs.

The FBI Academy Recreation Fund contains in it \$3,640.64. These funds are derived for the most part from contributions received from the Marine Corps from vending machines used by FBI. The Post Card Fund at the Academy has in it \$2,120. These funds are derived from the sale of post cards picturing the old FBI Academy and our current ranges. The Tip Fund which is derived from monies contributed by students for the caterer's help in the current Academy currently has in it \$6,330.13. Since in the new Academy we will have a cafeteria there will be no need for a Tip Fund. It is suggested, therefore, that the FBI Academy Recreation Fund, the Post Card Fund and the Tip Fund be consolidated into the FBI Academy Recreation Fund and the total fund be transferred to Quantico.

Enclosure

1 - Mr. Felt
1 - Mr. Casper
JJC/hcv
(5)

EX-115

REC-50

66-2554-12987

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APR 19 1972

5 5 APR 21 1972

Memo from The Executives Conference
to Mr. Tolson
Re: Student Activities Fee
FBI Academy Recreation Fund
New FBI Academy

It is felt that the funds for the student activities at the Academy should not be underwritten by any current available program such as the FBI Recreation Association which is for FBI employees only. It is suggested that additional monies necessary for student activities at the Academy should be derived from a voluntary contribution of the students as Federal funds are not available for such activities. It is suggested that the amount of this voluntary fee be based upon length of the course, in that, New Agents and National Academy voluntary fee be \$5.00; In-Service Agents voluntary fee \$2.00; and Special Police fee \$1.00, with no contribution to exceed \$5.00 per student.

As the proposed expenses are greater than the anticipated contributions for the year of 1972, the purchases necessary could be made with available funds and money borrowed from the FBI Recreation Fund to be repaid as the FBI Academy Recreation Fund grew. The current funds on hand in the three funds to be consolidated amount to \$12,090.77. In order to fulfill the proposed obligation for recreational and social activity \$7,104.23 should be borrowed from the FBI Recreation Association.

It is proposed that the FBI Academy Recreation Fund be audited annually by an Agent from the Washington Field Office as well as being carefully checked at the time of the annual inspection. It is further proposed that the signatures of the Assistant Special Agent in Charge and Supervisory Special Agent in Charge of Business and Finance be approved as the authorized signatures for the FBI Academy Recreation Fund under the supervision of the Assistant Director in Charge of the Training Division.

The Executives Conference unanimously approved the establishment of the voluntary recreation fee and the consolidation of the Post Card Fund, FBI Recreation Fund and Tip Fund into the FBI Academy Recreation Fund to be transferred to the FBI Academy at Quantico administered as indicated in this memorandum.

*OK
H.*
*I want this done
by an Inspector
from Ponder's Staff.
H.*

Mr. Tolson

3/28/72

The Executives Conference

COPYRIGHTS

Present at the conference were Messrs. Tolson, Felt, Rosen, Mohr, Bates, Bishop, Callahan, Casper, Cleveland, Conrad, Dalbey, Miller, Ponder, Waikart, Walters, Soyars and Campbell.

Recent wholesale use of copying machines has brought the copying of copyrighted articles into head-on conflict with copyright law. The legal and publishing fraternities have been awaiting the first case to sit in judgment on this issue. That case has now been heard and the decision is of consequence to this Bureau.

The Williams and Wilkins Company sued the United States for copyright violation by the National Institutes of Health and the National Library of Medicine. Plaintiff publishes several highly technical medical magazines of limited subscription. The defendants operated a copying service in which they copied the copyrighted articles from those magazines on a large scale, sending copies to any doctor or scientist in or out of the Government, and in or out of the United States, who requested a copy. The plaintiff claimed a right to be paid for each copy so made and the report of the Commissioner to the United States Court of Claims held in the plaintiff's favor.

Copyright law is very strict. It makes any copying of a copyrighted publication, including so little as one copy only, a copyright violation. Even the Government is not immune. When a Government employee makes as little as one copy of a copyrighted publication, without permission, the law is violated. Moreover, the Government employee who makes the copy is personally liable in damages. It is no defense to say that the copy was made purely for the purpose of assisting the Government in the performance of its function. When the copying is not done for profit

- 1 - Mr. Felt
- 1 - Mr. Casper

EX-109

REC-71

66-2554-12988

DJD:mfd
(5)

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DATE 2/26/02 BY SP5/STW/AB CONTINUED - OVER

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70 MAY 2 1972

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Executives Conference Memorandum
Re: Copyrights

however, there is no fine or imprisonment. In such cases the copyright owner gets an injunction against further violations, destruction of copies made, and an award of royalties for copies made.

The only exception is "fair use." This exception allows the copying of small portions of a copyrighted work, so long as the amount copied is too small to carry the meaning and tone of the entire work. The decision in this case does suggest, however, - this is significant - that the doctrine of "fair use" might properly be extended to include an entire copy of a copyrighted work so long as that copy is used for administrative, research, or instructional purposes.

FBI copying of copyrighted works has generally been insignificant - a few copies made for purely internal administrative purposes. These are technical violations according to the strict interpretation of the law, but there seems almost no danger that such copying will create a problem in any way. We would have a problem, however, if we made copies of copyrighted works for distribution to members of the public such as persons attending a police school course, the FBI National Academy, or a speech given by an FBI employee. Such copying might reach the attention of the copyright owner and be in such volume that he would bring action.

This subject was brought before the Executives Conference on Monday, March 27, 1972, after Office of Legal Counsel originally proposed a letter to the Department asking for guidance. Mr. Mohr objected on the ground that our request might reach a conservative mind in the Department and draw a "safe" reply holding us to the letter of the law, which obviously would forbid even making one copy for our own internal administrative purposes. There was general agreement that this could happen. It was further agreed, without exception, that Office of Legal Counsel should draw up Bureau instructions forbidding volume copying of copyrighted works for distribution to persons outside the Bureau as in the police schools and similar functions mentioned above. Unless advised to the contrary, Office of Legal Counsel will prepare those instructions.

The Director

4/21/72

The Executives Conference

SECURITY AND CONFIDENTIALITY MEETING
NATIONAL CRIME INFORMATION CENTER (NCIC)
AGENDA ITEM

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b7c

The Executives Conference met on April 20, 1972. Those in attendance were Messrs. Tolson, Felt, Mohr, Rosen, Bates, Bishop, Callahan, Casper, Cleveland, Conrad, Dalbey, Sizoo (for Miller), Ponder, Griffith (for Soyars), Waikart, McDaniel (for Walters), Campbell, and [redacted] of the Uniform Crime Reporting Section, Computer Systems Division.

The Director approved holding a meeting of the NCIC Security and Confidentiality Committee week of April 24, 1972. The meeting is being postponed to a later date to afford time for the Director to consider the views of the Executives Conference concerning one of the major agenda items.

The item reviewed and considered by the Conference was NCIC policy that computers connected to the NCIC computer for the purpose of exchanging criminal history information (criminal records) must be under the "management control" of a criminal justice agency.

The policy is based on the long-standing rule that controls governing access to criminal justice information must remain with the criminal justice agencies. Some states have proposed using the same computer for handling state payrolls, tax records, welfare records, etc., as well as our criminal history information. These computers are used and operated by a state department of administration or department of revenue, and the like, which are not criminal justice agencies and in some instances there would be no control by law enforcement over how these agencies handle the criminal history records. It is comparable to the Department of Health, Education, and Welfare handling all the mail and maintaining the filing cabinets for a number of agencies, including the FBI. Without some control

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WDG:nl
(10)

EX-112 REC-71

- 1 - Mr. Felt
- 1 - Mr. Mohr
- 1 - Mr. Rosen
- 1 - Mr. Casper
- 1 - Mr. Dalbey
- 1 - Mr. Walters
- 1 - Mr. Soyars

54 MAY 19 1972

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OVER . .

Executives Conference Memorandum
Re: Security and Confidentiality Meeting
National Crime Information Center (NCIC)
Agenda Item

over the people and equipment involved in this mailing and filing, it is obvious a security problem exists as well as a problem for the proper priorities afforded each agency's work.

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b7c

Messrs. Griffith and [] pointed out the Director has taken a strong position in writing and publicly before congressional committees that state computer systems must be under law enforcement control. The Director on March 17, 1971, endorsed the position of the NCIC Advisory Policy Board in a statement to the Subcommittee on Constitutional Rights, U. S. Senate, by stating, "If law enforcement or other criminal justice agencies are to be responsible for the confidentiality of the information in computerized systems, then they must have complete management control of the hardware (computers) and the people who use and operate the system. These information systems should be limited to the function of serving the criminal justice community at all levels of Government, local, state, and Federal." The policy was established upon recommendations from the Advisory Policy Board, has been formally presented to the Attorney General, and he has concurred fully.

Mr. Mohr stated it is time we consider discarding this policy of requiring the states to observe security regulations formulated by the FBI. He stated the time is approaching or is here when we can no longer dictate to the states and that we will be subject to criticism from states who have difficulty complying with this policy. He felt the responsibility should be vested totally in the individual states for the maintenance of security which they could handle satisfactorily by the hiring of reliable people whom they have caused to be investigated and fingerprinted. He suggested that if a state then fails to maintain adequate security it should be evicted from the NCIC/CCH system. Mr. Mohr stated while he had not had an opportunity to discuss the matter with anyone other than Bureau people he strongly believes the potential for criticism is present if we maintain our current policy.

Mr. Dalbey stated our present policy is a correct one in light of the current raging controversy concerning individual privacy and use of Government computers to store information about people.

Mr. Casper emphasized the management control concept has been "sold" with some effort to law enforcement, is supported by the Attorney General, has been the subject of an article in the Law Enforcement Bulletin, the Director has presented testimony in support of the concept, and we will lose face with law enforcement if we now abandon the policy.

Executives Conference Memorandum
Re: Security and Confidentiality Meeting
National Crime Information Center (NCIC)
Agenda Item

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Messrs. Griffith and [redacted] advised that the NCIC at this time ties into 30 other state computers. Twenty-three of these are used solely for the law enforcement function while seven serve other agencies as well as law enforcement. None of the seven are under absolute law enforcement control, although under discussion in each instance are the means by which law enforcement will be able to control the criminal history information handled by those computers. This may be possible by (1) having the system operate under the supervision of a board which would include law enforcement people and would oversee the computer operations, (2) the assigning of a small piece of equipment to law enforcement to handle only the criminal history data while retaining the stolen car records, etc., on the state computer, or (3) by actually having law enforcement people assigned full time to the computer center to handle and control the criminal history data. Of the 23 agencies controlled by law enforcement, all have access to criminal history information stored in our computer. At this time one state (Florida) is fully operational, i. e., adding records to our file. We expect to have five more states doing this by June 30, 1972. Of the states not yet having computers there are eight which it appears will be using state computers serving agencies besides criminal justice. The same efforts are under way in these states, as outlined above, to conform with our "management control" policy. The cost to a state should not be increased as we are not saying a separate computer location or a separate computer is necessary. If the proper management control of the criminal history information in the state's central computer can be achieved there should be no extra cost.

The issue of whether the Bureau should change its position with respect to the NCIC policy requiring law enforcement control over computers containing criminal history information was voted upon by the Conference. All members with the exception of Mr. Mohr voted for retaining the basic policy now in force. Mr. Mohr voted to delete this particular requirement from our policy and replace the responsibility upon the individual states to determine who would control the computers handling criminal history information.

Respectfully,
For the Conference

Clyde Tolson

*I share view
of the majority
Jt.*

UNITED STATES GOVERNMENT

Memorandum

- B14 _____
- Callahan _____
- Campbell _____
- Cleveland _____
- Conrad _____
- Dalbey _____
- Jenkins _____
- Marshall _____
- Miller, E.S. _____
- Ponder _____
- Soyars _____
- Walters _____
- Tele. Room _____
- Mr. Kinley _____
- Mr. Armstrong _____
- Ms. Herwig _____
- Mrs. Neenan _____

TO : Mr. Bates

DATE: July 17, 1972

FROM : H. A. Schutz *has*

- 1 - Mr. Bates
- 1 - Mr. Schutz
- 1 - Mr. Nehrbass
- 1 - Mr. Cleveland
- 1 - Mr. Miller
- 1 - Mr. Ponder

SUBJECT: QUESTIONING OF FBI SUSPECTS ON
ILLEGAL NARCOTICS ACTIVITIES

Reference is made to memorandum from the Acting Director to Mr. Bates dated 7/14/72, captioned as above (copy attached). In this memo, comments of Special Investigative, Domestic Intelligence, and General Investigative Division, were requested concerning interview of subjects of our investigation concerning narcotics matters.

On 6/15/72, at the Executives Conference, Mr. Gray instructed Assistant Director Ponder to undertake a study of narcotics enforcement problems. The purpose of the study was to determine what recommendations Mr. Gray could make to the President regarding the Federal Anti-Narcotics Program and to determine what additional part, if any, the FBI should play in narcotics enforcement.

Mr. Ponder advises interview of FBI subjects for any knowledge they may have of illegal narcotics activities is one of the areas that is explored in the study commissioned by Mr. Gray. The study will be printed this week and distributed to all Assistant Directors for their comments with the recommendation that it be discussed at an Executives Conference.

ACTION: Information requested will not be provided separately since it will be included in the narcotics study.

Enclosure

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ORIGINAL FILED IN 66-114958-4

Mr. Felt

May 21, 1973

The Executives Conference

TEAR GAS EQUIPMENT

Conference, 5/17/73, was attended by Messrs. Felt, Baker, Callahan, Cleveland, Conrad, Gebhardt, Marshall, D. Moore for Miller, Soyars, Thompson, Walters, Bassett, W. Campbell and Brownfield for Jenkins.

SA Brownfield, speaking for the Training Division, recommended that the Bureau's policy regarding the type of tear gas that may be used by FBI personnel be amended to permit the stocking, and use when needed and justified, of CS (Orthochlorobenzalmalonitrile) gas as well as the traditional CN (Chloroacetophenone). Current policy (Manual of Instructions, Volume I, Section 3, page 3) specifies that the Bureau utilize only CN gas.

The Training Division's recommendation for change is made on the basis of interviews with tear gas manufacturers and vendors, law enforcement and military personnel having experience in the use of tear gas, and contents of Police Chemical Agents Manual (produced by the International Association of Chiefs of Police as a result of research financed by the Department of Justice), as well as Edgewood Arsenal Technical Report EATR 4309 entitled "Toxicology of Riot Control Chemicals - CS, CN, and DM," all of which show a clear superiority of CS over CN gas for law enforcement purposes.

CS gas reportedly has a quicker and more positive incapacitating reaction on people exposed to it, as compared to CN; also, considerably less CS gas is required to incapacitate a person; and the safety factor (ratio between lethal and incapacitating dosage) of CS is estimated as being at least twice that of the CN gas which the Bureau currently utilizes.

The U. S. Military uses CS as its primary tear gas for all purposes including the handling of domestic civil disturbances, as do the majority of police agencies in the United States. Training Division canvassed a National Academy class and of the 79 officers present who knew the type of tear gas used by their departments, 74 stated a strong preference for the CS chemical. The Metropolitan Police Department (MPD) adopted CS gas in lieu of CN in 1968 after the riots in Washington, D. C., when that department determined the CN gas was not effective.

1 - Mr. Callahan
1 - Mr. Jenkins
TJB:aga

REC-21

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(CONTINUED - OVER)

EX-104

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Executives Conference Memorandum
Re: Tear Gas Equipment

against the rioters. A knowledgeable representative of the MPD stated CS gas has been used by his agency on numerous occasions since 1968 without any adverse effects on individuals gassed and, in his opinion, CS gas is far superior to CN.

The results of research indicate that four deaths are known to have been attributed to the effects of CN gas and none thus far have been charged against CS. Results of research also show that 2-4 times as much CS gas would be required for a lethal dosage as the CN chemical (tests were made on animals). The recovery rate from CS and CN gases are basically the same (5 to 20 minutes).

As a matter of background, CN gas was discovered in 1869 and was the only type of tear gas available to U. S. law enforcement until approximately 1961. The CS gas came to the attention of law enforcement in this country following its effective use by the British in Cypress in 1961. Training Division has known for sometime that CS gas affords a number of distinctive advantages over CN from the incapacitating standpoint; however, it was believed expedient to await the results of its usage by U. S. authorities to determine if there might be disadvantages which would not turn up in the testing laboratories. There is no reason to believe we should delay any longer in adopting for our use this superior type of tear gas.

The Executives Conference unanimously endorsed the recommendations that FBI personnel, under current guidelines for the use of tear gas, be permitted to utilize CS gas as well as CN and that, when the Bureau next purchases tear gas munitions, the equipment be charged with CS gas.

RECOMMENDATIONS:

(1) That Bureau policy be amended to permit FBI personnel to utilize tear gas munitions loaded with CS gas, as well as CN, under current guidelines governing the use of tear gas in connection with official matters.

OK
WDR

(2) If approved, that our next purchase of tear gas shells and canisters be those charged with CS gas.

OK
WDR

Executives Conference Memorandum
Re: Tear Gas Equipment

RECOMMENDATIONS: (Continued).

(3) If approved, an appropriate SAC Memorandum will be prepared and manual changes submitted.

GIC WDR

July 26, 1973

MEMORANDUM FOR FILES

RE: EXECUTIVES CONFERENCE MEETING
July 25, 1973

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b7C

The Executives Conference was held July 25, 1973, at 11:00 AM in the Director's Office. Present were: Assistant Directors Baker, Gebhardt, Jacobson, Jenkins, Marshall, Miller, and Thompson; Inspector Eugene Walsh for Assistant Director Callahan; Inspector [redacted], for Assistant Director Cleveland; Inspector Maurice Row for Assistant Director Campbell; Inspector in Charge John Mintz, Legal Counsel; Inspector B. J. White, Laboratory; and Inspector Harold N. Bassett. The following matters were discussed:

1. Recreation of the former Crime Records Division. A unanimous expression was made that it should be recreated. I indicated I supported this but it may be necessary to restructure and rename the Division. Incidental to this decision, the following were decided:
 - a. August 15, 1973, was announced as the date we are going to use as a target to release information about the re-establishment.
 - b. A committee consisting of Assistant Directors Miller, Marshall, Baker, Jenkins, Gebhardt, and Cleveland, under the chairmanship of Miller, to suggest to me the Assistant Director to be chosen to head this new Division. This is to be done by August 10, 1973.
 - c. The same committee above is to prepare a release as to the re-establishment and to include:
 - (1) Background of the new Assistant Director
 - (2) Why the Division was revived
 - (3) Background on the whole matter, including its discontinuance and services rendered by it when formerly in effect.

4-19144-100
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- Assoc. Dir. _____
- Asst. Dir.:
- Admin. _____
- Comp. Syst. _____
- Files. & Com. _____
- Gen. Inv. _____
- Ident. _____
- Inspection _____
- Intell. _____
- Laboratory _____
- Plan. & Eval. _____
- Spec. Inv. _____
- Training _____
- Legal Coun. _____
- Cong. Serv. _____
- Corr. & Crm. _____
- Research _____
- Press Off. _____
- Telephone Rm. _____
- Director Sec'y _____

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Memorandum for Files

July 26, 1973

- (4) Mention in the release also that re-establishment was in compliance with Director Kelley's pledge during confirmation and his oath of office that the work and plans of the Bureau were to receive publicity. It is felt that such a Division would assist in this pledge.
 - d. Assistant Director Baker is to see me July 30, 1973, relative to the structure of the new Division and in the meantime to make inquiries among fellow Assistant Directors for suggestions.
2. We discussed speeches which I might make. The following were set out as policy tentatively:
 - a. To be national in impact and not have regional groups only
 - b. Use forums of dignity which will properly project the standing of the Bureau
 - c. Not to be made before organizations nor at locations where discrimination or bias is current
 - d. No political tinge
 - e. At no place or before no organization where a fee is charged to attend except where profit goes into sustenance of the acceptable organization or seminar
 3. I informed those present I intended to use the Office of Planning and Evaluation and, in all probability, would enlarge this group. I indicated further I might receive a recommendation and immediately refer it to OPE for further elaboration and evaluation. In other words, I indicated I was most receptive of such a planning group and intended to make them a more viable Division than apparently they have been in the past.
 4. Set up a meeting for 11:00 AM, August 7, 1973, to discuss the need to appoint Assistants to the Director. This is to be the sole matter for discussion on this occasion. All were requested to think this over and be prepared to project their thoughts.

Memorandum for Files

July 26, 1973

5. **Announce that Mr. Callahan is to be announced as the Associate Director at 11:00 AM, July 26, 1973.**

**Clarence M. Kelley
Director**

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UNITED STATES GOVERNMENT

Memorandum

- Assoc. Dir. _____
- Asst. Dir.:
- Adm. Serv. _____
- Comp. Syst. _____
- Files & Com. _____
- Gen. Inv. _____
- Ident. _____
- Inspection _____
- Intell. _____
- Laboratory _____
- Plan. & Eval. _____
- Spec. Inv. _____
- Training _____
- Legal Coun. _____
- Cong. Serv. _____
- Corr. & Crm. _____
- Research _____
- Press Off. _____
- Telephone Rm. _____
- Director's Sec'y _____

TO : Mr. Cleveland *JK*

DATE: 8/13/73

FROM : J. Keith *JK*

SUBJECT: RECOMMENDATION FOR DIFFERENT PROCEDURES OR APPROACHES IN THE FBI

re

The Director's memorandum of 7/30/73 reporting his meeting with the Attorney General of the same date pointed out that former Acting Director Ruckelshaus prepared a memorandum dated 7/20/73 setting forth eleven points which he felt should be brought to Mr. Kelley's attention. Mr. Kelley stated he wanted you and each of the Assistant Directors to look over these recommendations and also to give him the benefit of your thoughts about any additional matters which you feel should be considered as a possible new procedure or approach in Bureau policy.

EXECUTIVE CONFERENCE

It is suggested that the Bureau consider establishing a permanent committee on Bureau priorities as one new and different procedure in meeting Bureau problems. To some degree this committee would overlap the functions of the Office of Planning and Evaluation but in my opinion it is of sufficient importance to be given consideration. The executive committee simply cannot be burdened by the many different ideas which should be given some order of precedence in the investigative and administrative areas of the Bureau and such a committee could properly function in this respect.

Historically it has been the Bureau's position that all investigative matters were equally important and no differentiation is generally made in the priority given to them other than the deadlines set by the Bureau. When we are investigating some 180 different matters, it is impossible from a practical standpoint that each be given the same degree of investigative attention and direction. In a similar manner there

- 1 - Mr. Cleveland
- 1 - Mr. Keith

CONTINUED - OVER

JK:mil

SEE ADDENDUM OF ASSOCIATE DIRECTOR'S page 3.

OCT 24 1973

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DATE 7/30/84 BY SP-6/ST/ALP/SLK

62-24172-347

ORIGINAL FILED IN

ack. 9-19-73

Memorandum

TO : Mr. Cleveland

FROM : Memorandum to Mr. Cleveland
Re: Recommendation for Different
Procedures or Approaches in the FBI.

SUBJECT: RECOMMENDATION FOR DIFFERENT
PROCEDURES FOR ADMINISTRATIVE AND PERSONNEL PROBLEMS AND PROCEDURES WHICH SHOULD TAKE PRECEDENCE OVER OTHER MATTERS IN THESE AREAS AND A COMMITTEE ON PRIORITIES WOULD BE IN A POSITION TO EVALUATE WHICH SHOULD GET INITIAL ACTION.

If such a committee has membership from the various investigative and other divisions in the Bureau, it would also be an excellent position to recommend to Mr. Kelley new ideas and goals for the Bureau looking to the years ahead. It would not be anticipated that such a committee would have an executive fiat for their conclusions but that their recommendations be made available to the executive committee and Mr. Kelley for consideration.

RECOMMENDATION:

That this idea be considered in response to the Director's request that you bring additional matters to his attention which offer different procedures or approaches for the Bureau.

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... properly function in this ...

Historically ...
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NVC

SEE ADDENDUM ADMINISTRATIVE DIVISION (OVER..)

Memorandum Cleveland
Re: Report for Differences
ADDENDUM OF ADMINISTRATIVE DIVISION EWW:crt 8-27-73

There is merit to the suggestion that the Bureau consider establishing a permanent committee on Bureau priorities as one new and different procedure in meeting Bureau problems. There is also merit to the comment of the suggester that the committee would to some degree overlap the functions of the Office of Planning and Evaluation. Administrative Division feels that unless the committee could represent each and every division in the Bureau it would not be in a position to consider all aspects of any proposals regarding the establishment of Bureau priorities. Similarly, Office of Planning and Evaluation would not be able to make meaningful proposals without surveying all of the divisions.

Accordingly, Administrative Division feels that the essence of this suggestion could be accomplished by assigning to Office of Planning and Evaluation the task of developing possible new approaches or procedures regarding Bureau priorities for presentation and discussion at the conference of all division heads held regularly in Associate Director Callahan's office. In this way there could be an exchange of ideas regarding Bureau priorities after which Office of Planning and Evaluation could present the pros and cons based on their research and the discussion with the division heads for final approval of the Director.

aw
no

ADDENDUM: ASSOCIATE DIRECTOR N. P. CALLAHAN:

The contents of this memorandum, as well as the addendum, were discussed with the Assistant Directors on 9-6-73. The majority of those present did not feel that establishment of a permanent committee as proposed was necessary and felt that matters requiring priority interest could best be handled during the weekly meetings scheduled in my office.

Jape
me

UNITED STATES GOVERNMENT

Memorandum

Assoc. Dir.

Asst. Dir.:

Admin. _____

Comp. Syst. _____

Ext. Affairs _____

Files & Com. _____

Gen. Inv. _____

Ident. _____

Inspection _____

Intell. _____

Laboratory _____

Plan. & Eval.

Spec. Inv. _____

Training _____

Legal Coun. _____

Telephone Rm. _____

Director Sec'y _____

TO : MR. CALLAHAN

DATE: 10/9/73

b6
b7C

FROM :

[Redacted]

EXECUTIVES CONFERENCE

EXECUTIVES CONFERENCE

SUBJECT:

DISSEMINATION OF EXECUTIVES CONFERENCE MATTERS TO SPECIAL AGENTS IN CHARGE (SACs)

The Director suggested that perhaps it would be desirable to regularly advise the SACs as to matters discussed at the Executives Conferences and the action taken on those matters which are resolved. It was recognized that this has not previously been done; that, at times, matters are discussed which should not be disseminated to SACs; and that frequently matters were discussed but not resolved. The Director thought it would be well to examine this area of management to determine its feasibility and desirability. He instructed the Office of Planning and Evaluation to conduct a study.

Pursuant to the Director's instructions, the following is submitted:

A survey of the Assistant Directors disclosed that a large number feel definite benefits would be realized should a program be instituted whereby certain matters discussed in the Executives Conference are disseminated to SACs. It was pointed out that a more cohesive working relationship would develop between field and headquarters executives by making SACs feel more a part of management. One Assistant Director felt that such a program could well act as a vehicle to acquaint SACs with the Director's views, thus providing a degree of guidance for use in discussions with others in and outside of the Bureau. A well-informed SAC is in a position to curb rumors and reduce speculation and is also better equipped to furnish input, if requested to do so, on matters under consideration.

Two of the Assistant Directors expressed opposition to such a program of dissemination, citing as reasons the inherent

- WYD:CSH (14)
- 1 - Mr. Callahan
- 1 - Each Assistant Director
- 1 - Mr. Doran

~~REC-73~~ 66-2554-12993

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DATE 2/26/02 BY SP5KJ/BA

ORIGINAL FILED IN 62-117515-2

[redacted] to Mr. Callahan
Re: Dissemination of Exec. Conf. Matters
to SACs

danger of a possible misunderstanding and belief that SACs are presently advised of those items that they need to know.

Though many Assistant Directors are in general agreement that a dissemination program of this nature may be beneficial, there is disagreement as to what kind of material can be disseminated. The matters discussed in the Executives Conference generally can be categorized as follows:

1. Matters Resolved and Implemented

A number of Assistant Directors have indicated that matters resolved in the Executives Conference which are implemented and require positive action are in many instances communicated to SACs by means of SAC Letters or other communications. If only resolved matters on which positive action has been taken are to be disseminated, there is no need for a separate communication to SACs.

While SACs are informed by means of SAC Letters and other instructional communications, it appears that dissemination is limited to those operational items wherein the SAC must respond or take action and are generally governed by a need to know. Items such as headquarters policies, or those involving departmental matters are seldom disseminated.

2. Matters Resolved and Rejected or Not Implemented

Though no members of the Executives Conference specifically addressed themselves to this thought, it is the contention of OPE that the SACs are not aware of those matters considered or discussed and rejected. Knowing that an idea or matter was discussed may be in itself beneficial to SACs. If an SAC is aware of matters resolved and rejected, he gains insight and guidance concerning Bureau policy.

[redacted] to Mr. Callahan
Re: Dissemination of Exec. Conf. Matters
to SACs

3. Matters Discussed Without Resolution

It was offered by more than one Assistant Director that situations may arise where a matter is discussed, not resolved, and is anticipated to be the subject of further deliberation pending research or some other factor. Under such circumstances, the Executives Conference may or may not wish to seek the input of SACs. A number of Assistant Directors felt observations of SACs should be solicited and that procedures should be established whereby their ideas, suggestions and/or observations could be considered by the Executives Conference or at least by the pertinent substantive division. Several Assistant Directors felt that unresolved matters should not be disseminated or only on a "need to know" basis, since they would tend to stimulate unwarranted speculation and controversy.

4. Matters of a Confidential Nature Privy Only to Executives Conference Members

A large number of Assistant Directors stated there would necessarily be items which could not be disseminated either because they were of a confidential nature or because they should be privy to members of the Conference only. Certainly the Conference should be free to engage in candid discussions without being inhibited by procedures for dissemination. Matters of this nature might include comments regarding personnel or personnel changes. Two Assistant Directors felt information disseminated should be restricted to that concerning policy and procedure.

OBSERVATIONS:

The Bureau as an organization has goals and objectives, some established by statutes or Executive Orders and others from within the Bureau (administrative, economic, et cetera). The achievement of these goals is by and through people, and the degree of success is a measure of the enthusiasm with which they become involved.

[redacted] to Mr. Callahan
Re: Dissemination of Exec. Conf. Matters
to SACs

The Bureau can be looked at in terms of a pyramid, with the Director and Executives Conference at the apex. The decisions, discussions, and debates which occur at this level forge the policies, rules and regulations that affect the widening structure below. At the base of the pyramid are the investigative agents and their clerical support--the product producing area of the organization. Between these two levels, and acting as the link or conduit by which they are joined, is the SAC. It is in his realm of responsibility to make the needs, aspirations and apprehensions of the product producing force known to the higher levels and, at the same time, insure that the policies and instructions of the top are known and implemented. The two levels are dependent on one another and therefore it follows that a reliable and free flowing conduit should be established between them.

In order to properly discharge his management responsibilities as outlined above, the SAC must be informed beyond his subordinates. At present an SAC is informed of matters, for the most part, after the decision has been made, by means of SAC Letters or other instructional communications. Frequently he is apprised of a matter at almost the same moment as his subordinates and is, therefore, in no position to explain the whys and wherefores, as he would be had he been forewarned.

Smithburg, Simon and Thompson, writing in Public Administration, state the following, which is strongly concurred in by Donald McGregor in The Human Side of Enterprise:

"Consultation often improves the understanding between the working group and executives group at a higher level. When decisions are handed down from above, all sorts of motives and hidden intentions may be read into the instructions, and they may be seriously misunderstood. Through consultation the executive and working groups have an opportunity to convince each other of their mutually good intentions and this may help to break down the idea that there is an inevitable conflict of interest between them. Of course, when there is a real

(continued - over)

[redacted] to Mr. Callahan
Re: Dissemination of Exec. Conf. Matters
to SACs

"conflict of interests, consultation may do nothing to eliminate it, but the opportunity provided the working group to put itself in the executive's place and to understand how the problem looks from the standpoint of his responsibilities, may increase willingness to accept an unpleasant decision."

In effect, the dissemination of information with regard to the Executives Conference would constitute a subtle form of consultation, even where actual input was not solicited. Such a feedback mechanism gives the executives a tool by which to measure the impact of their actions. To disseminate information is to stimulate discussion, interaction, and reaction which can be utilized to modify or change standing policies or be a guide in dealing with future consideration.

The Office of Planning and Evaluation concurs with the majority of the Executives Conference on the issue in question. It is felt that, if the benefits advanced by a number of members of the Conference can be realized by implementation of such a program, the possibility of their achievement justifies the risk of experimentation.

Should the members of the Executives Conference agree to disseminate a particular item, the decision to do so should be made at the time it is discussed, so as to prevent later misunderstandings. Dissemination, it was observed, should be by letter marked to the personal attention of the SAC. Though some Assistant Directors felt disseminated material should be for the confidential information of the SAC only, it would appear that not all of those matters disseminated would necessarily demand confidential treatment and the SACs should therefore be advised as to whether the information should be so treated or whether it can be utilized in clarifying or answering questions in the course of business.

If a dissemination program is adopted wherein separate and regular communications are furnished to the SACs, the responsibility for earmarking dissemination items and preparing a communication for the Director's approval should be fixed with one member of the Conference.

(continued - over)

[redacted] to Mr. Callahan
Re: Dissemination of Exec. Conf. Matters
to SACs

RECOMMENDATIONS:

1. That a program be instituted wherein SACs are advised on a timely basis of those matters discussed in the Executives Conference and selected for dissemination by the Conference members.

OK

2. If #1 is approved, that the representative of the External Affairs Division record, prepare, and disseminate appropriate Executives Conference subject matter.

mp
MB

- a) To have some one at Mtg. document every item discussed & send to me. *Book for*
- b) I will thereafter designate which ones I feel should not be disseminated.
- c) Send to SAC without comment or solicitation of such. They to discuss w/ Dept people & send copy to R/A's ~~however~~ except where 506 instructions state otherwise.
- d) No recorder in room.

UNITED STATES GOVERNMENT

Memorandum

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| Asst. Dir.: | |
| Admin. | <input type="checkbox"/> |
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| Telephone Rm. | <input type="checkbox"/> |
| Director Sec'y | <input type="checkbox"/> |

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TO : MR. CALLAHAN

DATE: 10/30/73

FROM

[Redacted Name]

1 - Mr. [Redacted]

SUBJECT: DISSEMINATION OF EXECUTIVES CONFERENCE
MATTERS TO SACS
EXECUTIVES CONFERENCE MEETING 10/30/73

The Director has instructed Office of Planning and Evaluation representative at the Executives Conference to take notes on all items discussed and thereafter send a memorandum to him so that he can designate those items which should or should not be disseminated to the field. This memorandum records the discussion at the Executives Conference 10/30/73.

1. Mr. Kelley advised several letters and telegrams have been received relating to the use of FBI Agents in sealing off the space of the Watergate Task Force and certain portions of Justice space subsequent to the firing of Archibald Cox and William Ruckelshaus. He anticipated questions by members of the press at the press conference he will hold in Denver on 11/1/73, in connection with the Regional Executive Management Symposiums. The events leading to the use of Agents in this instance were recounted and reference was made to other instances wherein Agents were similarly used, i. e., Morris matter during the Truman administration and more currently at the White House with regard to the offices of Erlichman, Haldeman and Dean. Several members of the conference were of the opinion the Director should respond to the press in a positive vein, stating that General Haig of the White House had made the request, the request was a proper one considering the nature of the records to be protected from removal, time was of the essence and that Agents were replaced by U. S. Marshals on instructions of General Haig. Mr. Kelley further noted he had scheduled a meeting with Henry Ruth, Cox's chief assistant, concerning Ruth's reference to Nazi tactics on the part of the FBI.

2. Mr. Kelley requested the Conference consider the relationship of the FBI with the Task Force as the investigative arm of _____

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Memorandum to MR. CALLAHAN
RE: Dissemination of Executives Conference
Matters to SACs
Executives Conference Meeting 10/30/73

the Task Force. Mr. Miller and Mr. Gebhardt advised that initially Cox had the option of using an independent investigative staff or to utilize the FBI which had already conducted substantial investigation. Cox elected to continue with the FBI and as Mr. Gebhardt pointed out, 90 to 95% of the investigation for the Task Force has been performed by the FBI to the satisfaction of Mr. Cox. It was noted that members of the Task Force do interview certain persons as it deems desirable.

The legislation proposed by Senator Birch Bayh (D-Ind.) creating an independent investigative force to be used by the Task Force was discussed with the view of possibly opposing such legislation. However, in the absence of exact information as to the specific proposals in the bill further discussion was postponed until a copy of the bill could be obtained by Mr. Franck.

3. Mr. Kelley requested the views of the Conference members regarding any questions which may arise out of SAC Whittaker's handling of the Rebozo matter. It was noted that the Department had been advised of Whittaker's contact with Rebozo and that a memorandum had been sent to the Department at the request of Mr. Smith of the Department for transmittal to Mr. Cox.

4. Mr. Callahan stated a further review of Departmental Order #543-72, captioned "Management of the Department of Justice" and conversation with Assistant Attorney General Pommerening indicate the Order will not have any impact on the FBI or hamper our current method of operations. Pommerening pointed out the matter of supergrades was deleted from the Order prior to presentation to the Attorney General because the views of the FBI had not been obtained. Mr. Callahan stated an analysis of the Order will continue to insure the FBI position is protected and to insure that all parties have the same understanding. He noted

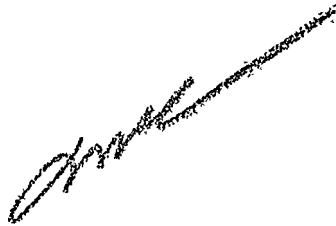
Memorandum to MR. CALLAHAN
RE: Dissemination of Executives Conference
Matters to SACs
Executives Conference Meeting 10/30/73

that as in the past certain matters, such as those of a contractual nature, will continue to be sent through the Department. Mr. Gebhardt suggested the Order could be amended to nail down our relationship with the Department.

RECOMMENDATION

That the Director indicate which items should be disseminated to the SACs (dissemination to be handled by OPE).

B/S

A handwritten signature in dark ink, appearing to be "D. M. ...", written diagonally across the page.

UNITED STATES GOVERNMENT

Memorandum

Assoc. Dir.

Asst. Dir.:

Admin.

Comp. Syst.

Ext. Affairs

Files & Com.

Gen. Inv.

Ident.

Inspection

Intell.

Laboratory

Plan. & Eval.

Spec. Inv.

Training

Legal Coun.

Telephone Rm.

Director Sec'y

TO : MR. CALLAHAN

DATE: 10/25/73

1 - Mr.

FROM :

SUBJECT: DISSEMINATION OF EXECUTIVES CONFERENCE
MATTERS TO SACS
EXECUTIVES CONFERENCE MEETING 10/24/73

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The Director has instructed Office of Planning and Evaluation representative at the Executives Conference to take notes on all items discussed and thereafter send a memorandum to him so that he can designate those items which should or should not be disseminated to the field. This memorandum records the discussion at the Executives Conference 10/24/73.

1. Mr. Kelley announced the designation of Assistant Director Edward S. Miller to fill the position of Assistant to the Director. He and all the Executives Conference members congratulated Mr. Miller on this promotion. - *TELETYPE SENT ALL OFFICES.*

2. Mr. Kelley discussed his meeting with Acting Attorney General Robert H. Bork which took place 10/23/73. He related that Actg. AG Bork expressed concern over the criticism directed to him over his firing of Archibald Cox. Actg. AG Bork explained that he felt that somebody had to carry out the President's instructions and that he, Bork, as Solicitor General was the last in the chain of succession in the Department after the Attorney General and the Deputy Attorney General had resigned. In the policy field, Actg. AG Bork stated that he intends to continue the programs which former AG Richardson had approved and instituted but he would not take further action on any policies which had not been finalized prior to Richardson's departure. Actg. AG Bork related that Special Prosecutor Cox's group would be kept together under Henry Ruth, who had been Cox's chief assistant, but that the group would be answerable to Assistant AG Henry Peterson.

3. Mr. Miller brought up the recent Department of Justice Order #543-73, captioned "Management of the Department of Justice". Mr. Miller had analyzed this order in some detail and was quite concerned over a number of points contained in it which he felt would have serious

RJB:DW
(2)

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O.P.E. [Signature]

Memorandum [redacted] to Mr. Callahan
Re: Dissemination of Executives Conference
Matters to SACs
Executives Conference Meeting 10/24/73

impact on the Bureau. A general discussion of a number of these points followed and it was agreed that if they are implemented the Bureau's semi-autonomous status would be significantly eroded. In view of the concern which was expressed, the Director designated Associate Director Callahan, Assistant to the Director Miller, Assistant Directors Thompson, Walsh and Campbell and Inspector Mintz to analyze the implications contained in this Department order and to confer on it so that appropriate recommendations could be formulated and the Department advised of the Bureau's position.

Various optional courses of action were advanced, which included use of the Oversight Committee to air the Bureau's concern and reconsideration of the desirability of removing the Bureau from the Department of Justice and establishing it as an independent agency. The suggestion was also made that in view of the departure of Mr. Richardson and the absence of a permanent Attorney General, the Bureau might represent its previously voiced objections to the Department dealing with the question of furnishing identification records to subjects of them and our views on the Department's proposed regulations on dissemination of criminal history records.

RECOMMENDATION

That the Director indicate which items should be disseminated to the SACs (dissemination to be handled by OPE).

RB

[Handwritten signature]

*I dictated a letter to
SACs re above -
KJ*

UNITED STATES GOVERNMENT

Memorandum

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| Director Sec'y | _____ |

b6
b7C

TO : THE DIRECTOR

DATE: 11/16/73

FROM : *OW*

1 - Mr. Callahan
1 - Mr.

SUBJECT: *DISSEMINATION OF EXECUTIVES CONFERENCE MATTERS TO SACS -
Executives Conference Meeting 11/16/73

Sheff

The Executives Conference convened in the Director's office for a breakfast meeting, at 8 a. m., on 11/16/73. The following items were discussed:

1. Mr. Kelley made reference to a speech recently given by former Acting Associate Director W. Mark Felt, in Oberlin, Ohio. A newspaper article which had covered the talk made it appear that Felt had proposed a separate FBI to operate under the control of the Judiciary Committee.

Mr. Kelley commented that this was the first he had heard of this particular proposal, and he wondered if it had previously surfaced in any other forum. None present had any knowledge that it had previously been advanced, and a general discussion ensued on this matter, as well as Mr. Felt's lecture tour. In connection with the position to be taken by the Bureau as to whether this and other comments by Mr. Felt should be responded to, a decision was made that the Bureau's interests would not be served by engaging in any dialogue on these topics.

2. Deputy Associate Director Miller next brought up the case in which Carl Stern is bringing civil suit, under the Freedom of Information Act, to obtain Bureau documents on the Counterintelligence Program. In his briefing he explained that the program was instituted in 1968 and discontinued in 1971, and that if Stern is successful in his suit it will mean the production of the two documents that covered the institution and the cessation of the program. He advised that in District Court the ruling had gone against the Bureau, but that the Department had appealed it at the Bureau's insistence. He stated it was the opinion of the Department that the Appeals Court ruling, expected on 12/10/73, would probably also go against the Bureau.

A lengthy discussion ensued concerning the need or desirability of re-examining the Bureau's policy concerning the development of an internal

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RJB:CSH (3)

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Memorandum for
The Director, from [redacted]
Re: Dissemination of Exec. Conf. Matters to SACs
Exec. Conf. Meeting 11/16/73

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classification system. Mr. Miller proposed the convening of a task force to study this matter so it could make appropriate recommendations on the subject. He felt that if an internal classification system were developed, it could prevent similar situations such as the Stern case from occurring, since classified documents are excepted under the Freedom of Information Act.

Mr. Miller also briefed those present on the Bureau's negotiations with the Department of Justice relative to the future conduct of the Bureau in this area. He advised that Department officials wanted to issue guidelines under which the Bureau would be compelled to operate in this area. He felt it was a better procedure for the Director of the FBI to state policy within the Bureau, instead of having the Department superimpose guidelines upon us. He proposed the issuance of an SAC Memorandum, a draft of which he read to those assembled. He intended to use this proposed memorandum in a meeting to be held with Department officials on the afternoon of 11/16, in an effort to obtain an agreement from them to proceed in this manner, i. e., that the Director issue the policy directive, instead of the Attorney General formulating guidelines.

This matter was also discussed at length, and the Director instructed that the Office of Planning and Evaluation re-draft such a proposed SAC Memorandum for use in the 11/16/73 meeting, in view of certain points that were developed during the discussion.

3. Assistant Director Walsh advised that both houses of Congress have passed the Bureau's 1974 Appropriations Bill, and it was anticipated it would be signed into law very shortly. This would alleviate some of the financial difficulties under which the Bureau has been operating for the past several months.

RECOMMENDATION:

That the Director indicate any items discussed at the 11/16/73 Executives Conference which he would like disseminated to the field.

PHB I do not feel these are
items to be disseminated -
Crnk



UNITED STATES DEPARTMENT OF JUSTICE

FEDERAL BUREAU OF INVESTIGATION

WASHINGTON, D.C. 20535

November 28, 1973

12

MEMORANDUM TO ALL SPECIAL AGENTS IN CHARGE:

(A) DEVELOPMENTS IN THE ROLE OF THE FBI LABORATORY --

As I have had the occasion to personally inform many of you, I am firmly committed to the management practice which insures that our top field, as well as Headquarters, officials be fully cognizant of important and significant matters which affect the Bureau. In keeping with this, you will be informed, on a periodic basis, of matters discussed at the Executives Conference meetings held at Headquarters, attended by the Assistant Directors and other top Headquarters officials. Such a meeting was held November 27, 1973, and a topic was discussed which I thought would be of interest to all of you.

Bureau Headquarters recently conducted a survey of the local crime laboratories throughout the United States. Much of the information derived was obtained with the assistance of the field. It was determined that there are presently 180 local laboratories operated for law enforcement purposes, staffed by approximately 3,000 criminalists. While a number of the laboratories are of considerable size, the majority are relatively small and our initial survey developed that they have a great need for training to improve their technical proficiency.

As a result of this survey, the Bureau decided to host a symposium on crime laboratory development, financially assisted by the Law Enforcement Assistance Administration. This is being held at the FBI Academy at Quantico, Virginia, from December 3 to 6, 1973, and you are being separately furnished information relative to publicity on this symposium. This occasion will bring together representatives from many of these laboratories throughout the country to determine how the FBI can best assist them in doing a better job.

We must recognize that regional laboratories will proliferate because of the needs of local law enforcement in improving technology, and it will be necessary for the Bureau, in meeting the needs of these regional laboratories,

MEMORANDUM 53-73

11/28/73

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to adjust its position accordingly. Because of the reputation of the FBI Laboratory, and the professional standing of its staff, the Bureau is in an excellent position, through providing training, consultation and research support, to retain its preeminence in the forensic field.

It is anticipated that some reorganization of the FBI Laboratory will be undertaken to make available those qualified to provide instruction to local laboratory personnel and thereby make them better qualified in their chosen field. We are also exploring the possibility of obtaining fellowships which will assist such individuals in defraying the necessary costs of such schooling at Bureau Headquarters.

I thought you would be interested in the foregoing information, and I would welcome any constructive suggestions you might have for improving the Bureau's activities in this area.

Clarence M. Kelley
Director

UNITED STATES GOVERNMENT

Memorandum

TO : MR. CALLAHAN

DATE: 12-18-73

FROM : T. J. JENKINS

SUBJECT: DISSEMINATION OF EXECUTIVES CONFERENCE MATTERS TO SACs

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| Legal Coun. | _____ |
| Telephone Rm. | _____ |
| Director-Sec'y | _____ |

over

Jenkins

Shelf

Boyd

Regan

66-2554-13000

Reference is made to my memorandum to you dated 12-14-73 in captioned matter. This memorandum set forth methods by which topics discussed at the Executives Conference should be disseminated to the field. On that memorandum the Director noted, "I know of no prohibition to dissemination. Why not to all hands?"

Regarding memorandum [redacted] to Mr. Callahan dated 12-12-73 (copy attached) in paragraph 3, page 1, we noted that it stated that it might be desirable to disseminate the information from the 12-11-73 conference relative to COINTELPRO on the Director's personal stationery to restrict the broad dissemination afforded SAC Memoranda. Page 2 of that memorandum in the first recommendation set forth that topics discussed at the Executives Conference which the Director feels should be disseminated to all SACs should be on his personal stationery in order to limit the dissemination to top field personnel only.

Submitted for information.

TJJ

over

G

Hereafter I will advise P & E of any item I feel 1) should not be disseminated at all 2) should go to SACs only - Unless so designated they should go to F.Os without restriction as to dissemination within the office.

To avoid confusion I feel every dissemination should go out on my stationery. This may give it more impact.

TJJ:pmd
(2)
Enc.

EX-100

REC-29 66-2554-12997
JAN 14 1974

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UNITED STATES GOVERNMENT

Memorandum

Assoc. Dir. _____
 Asst. Dir.: _____
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TO : THE DIRECTOR

DATE: 12/11/73

FROM :

[Redacted Name]

SUBJECT: DISSEMINATION OF EXECUTIVES CONFERENCE
MATTERS TO SACS -
 Executives Conference Meeting 12/11/73

The Executives Conference met in the Director's Office at 11:00 a. m. on 12/11/73 and the following items were discussed:

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1. Mr. Kelley announced that Associate Director Callahan was receiving the Attorney General's Exceptional Service Award which was to be presented at 3:00 p. m. 12/11/73 in the Great Hall of the Department of Justice. He advised those present that there would be a reception immediately preceding the presentation ceremony to be held between 2:00 and 3:00 p. m. in Room 1409. All present congratulated Mr. Callahan on this distinguished recognition.

2. Discussion next centered on the material furnished under the Freedom of Information Act to Carl Stern having to do with the COINTEL Program operated by the Bureau. A review of the media handling of the story indicated that there were one or two articles which misstated some of the facts but in general the media coverage was relatively low key. The discussion then centered on what the Bureau could anticipate in connection with being forced to reveal further details on this program. Comment was made that Stern, as well as other individuals, are expected to press for further information and the Bureau would have to take whatever measures it felt necessary. Mr. Kelley inquired as to what recourse the Bureau had to prevent further disclosures and this was explained by Mr. Mintz, as well as the formulation of a policy for making charges for the information obtained.

3. Inspector Campbell brought up the FBI Annual Law Enforcement Conferences, discussing the origin and manner in which the program is presently implemented. He mentioned that last year 26,000 police officers representing 6,500 separate police agencies attended our conferences. Based on feedback which he had received

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 1 - Mr. Callahan
 1 - Mr. [Redacted]

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70 JAN 17 1974

O. P. F.
 P. [Redacted]

Memo [redacted] to the Director
Re: Dissemination of Executives Conference Matters
to SACs - Executives Conference Meeting 12/11/73

from some SACs and certain police instruction coordinators, he felt there was a need for reviewing the program to determine if any modification or even perhaps elimination of it entirely would be in order. There was considerable discussion on the value of these conferences in connection with the FBI's leadership in the law enforcement community. The general sentiment of the Executives Conference seemed to be that the conferences served a worthwhile purpose for the Bureau but that perhaps the topics should be more suitable for the localities in which they were conducted. It was agreed that a survey of the field would be helpful in developing a policy and Mr. Kelley authorized the Training Division to conduct an appropriate field survey.

4. Assistant Director Campbell advised that the NCIC on-line percentage of time had steadily increased for the last three months and had reached 97.4% for the month of November. He said that his division was particularly heartened by this and hoped to be able to maintain a relatively high figure in future months.

RECOMMENDATION

That the Director indicate any items discussed at the 12/11/73 Executives Conference which he would like disseminated to the field.

RB
OK for all -

UNITED STATES GOVERNMENT

Memorandum

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TO : MR. CALLAHAN

DATE: 12/12/73

FROM :

[Redacted]

1 - Mr. Callahan

b6

1 - Mr. [Redacted]

b7C

SUBJECT:

DISSEMINATION OF EXECUTIVES CONFERENCE MATTERS TO SAC'S

Sheets

By memorandum dated 12/11/73 to the Director (attached), I set out topics discussed at the Executives Conference of that date. Mr. Kelley indicated that all four items should be disseminated.

At the previous Conference, of 11/27/73, Mr. Kelley authorized the dissemination of just one item; accordingly it was furnished to the field in the form of an SAC Memorandum (copy attached). Under current practice, SAC Memoranda are circulated in such a manner that all Agent personnel have the contents brought to their attention, and the information disseminated from the 11/27/73 Executives Conference would certainly be of general interest to all personnel.

Item #2, discussed at the Executives Conference of 12/11/73, deals with the divulgence of information to Carl Stern, under the Freedom of Information Act, relative to COINTELPRO. Since this is a sensitive topic and it is anticipated that further efforts will be made to obtain additional information from the Bureau, it is believed that it may not be desirable for the Executives Conference discussion to be as broadly disseminated as other topics, and that a different format should be used for dissemination of this information. In line with the Director's philosophy of keeping the top field officials abreast of significant matters, it might be desirable to disseminate the information from the 12/11/73 Conference, and future Executives Conferences, on the Director's personal stationery, addressed to the SAC's. This would still serve the purpose of keeping the top field officials fully informed, but restrict the broad dissemination afforded SAC Memoranda.

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[Redacted]

to Mr. Callahan

Re: Dissemination of Exec. Conf. matters to SACs

RECOMMENDATIONS:

(1) That topics discussed at the Executives Conferences which the Director feels should be disseminated be furnished to all SACs on the personal stationery of the Director, in order to limit the dissemination of these matters to top field personnel only.

OK

(2) If approved, there is attached a suitable communication to all SACs, reporting on topics discussed at the 12/11/73 conference.

NAB

to

[Handwritten signature]

OK
EM

1 - Mr. Callahan
1 - Mr.

PERSONAL
ATTENTION

December 12, 1973

TO ALL SPECIAL AGENTS IN CHARGE:

RE: TOPICS OF INTEREST DISCUSSED
AT EXECUTIVES CONFERENCE

The Executives Conference met on December 11, 1973, and a number of topics were discussed which I feel would be of interest to all of you.

(1) It was a pleasure for me to announce that Associate Director Callahan had been selected to be the recipient of the Attorney General's Exceptional Service Award. This award was conferred later in the day at a ceremony presided over by Acting Attorney General Robert H. Bork, in the Great Hall of the Department of Justice. The citation which accompanied the award was to the effect that it was being granted "in recognition and grateful appreciation of long and exceptional service to the Federal Bureau of Investigation, the Department of Justice, and the American People." This annual award is the highest that can be conferred by the Attorney General to any individual in the Department, and it is certainly a splendid accolade to Associate Director Callahan for a long and distinguished career in the FBI.

(2) The Conference next discussed the recent revelation of information from Bureau files relative to the Counterintelligence Program (COINTELPRO) which the Bureau had in effect from 1968 to 1971. These documents were divulged as a result of a suit brought by Carl Stern, TV personality, under the Freedom of Information Act, and the court authorized their release to Stern. A review of the

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(cover memo, to Callahan, 12/12/73)

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To All Special Agents in Charge
Re: Topics of Interest Discussed
at Executives Conference

handling of this matter by the media indicated that, while there were one or two articles which misstated some of the facts, the coverage in general was relatively low key. It was agreed we would adhere to the contents of the news release issued by the Bureau. Copies of this release have been furnished to all of you.

(3) A discussion followed on the FBI Annual Law Enforcement Conferences which are held throughout the field. The statistics for the previous year's conferences showed that approximately 26,000 police officers, representing some 6,500 separate police agencies, had attended our conferences. Based on feedback which had come to the Training Division from various SACs and some field police instructors, the Training Division believed that there existed a need for reviewing the program. This review would be to determine if these conferences should be continued, modified, or changed in any manner to insure that they were meeting the needs of the law enforcement community throughout the entire country. It was recognized that these conferences had served a valuable role in connection with the FBI's leadership in the law enforcement field. In view of the issues involved, I have authorized the Training Division to conduct a survey of the field and make appropriate recommendations for any changes which appear warranted.

(4) Assistant Director Campbell reported on NCIC and stated he was particularly heartened to report that the operational time of NCIC had steadily increased for the last three months, from 95.5% in September, to 96.3% in October, and reaching a high of 97.4% in November, 1973. He commented that this was a fine record and they hope to maintain a relatively high figure in future months.

Clarence M. Kelley
Director

UNITED STATES GOVERNMENT

Memorandum

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TO : MR. CALLAHAN

DATE: 12-14-73

FROM : T. J. JENKINS

SUBJECT: DISSEMINATION OF EXECUTIVES CONFERENCE MATTERS TO SACs

Memoranda to All Special Agents in Charge in the past have been routed through the Training Division to insure that there is no information set forth in the memoranda which is contrary to established Bureau policy or that conflicts with previous instructions issued to the field. Training Division maintains a file on memoranda to all SACs as a ready reference for other divisions of the Bureau to check to insure that such memoranda prepared are on sound ground as relating to previous such memoranda and for ready reference by the Training Division.

The Director has instructed that we disseminate certain information which has been discussed at the Executives Conference to the Special Agents in Charge. Memorandum from [redacted] to Mr. Callahan, dated 12-12-73, recommended, and was approved, that certain topics discussed at the Executives Conference be disseminated to the SACs on the personal stationery of the Director in order to disseminate these matters to top field personnel only. I note that this memorandum had attached a memorandum to all SACs dated 12-12-73 on the Director's personal stationery.

We failed to advise our SACs that this type of information should only be disseminated to top officials in their field offices.

If we are going to have two methods of disseminating this information, in the type appearing on the Director's personal stationery it would seem to me we should certainly have a precautionary statement to our SACs that the contents of this document are for top officials of their office only.

In addition, I believe we should establish a separate file in the Bureau on this type of correspondence so that it can be filed in one place and properly indexed for ready reference.

- TJJ:pmd (6)
- 1 - Mr. E. S. Miller
- 1 - Mr. [redacted]
- 1 - Mr. Marshall
- 1 - Training Division

*memo for Jenkins
to Callahan
12/18/73*

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Memorandum to Mr. Callahan from Mr. Jenkins
Re: Dissemination of Executives Conference Matters to SACs

RECOMMENDATIONS:

1. That in the future when we disseminate topics discussed at the Executives Conference on the Director's personal stationery to SACs that we put a precautionary statement in such correspondence.

2. That Files and Communications Division establish a separate file of correspondence of the above-mentioned topics and appropriately index same.

*To be filed
in Executives Conference
file per Mr. Berg
REW*

3. That such correspondence concerning topics discussed at the Executives Conference be routed through the Training Division as is all other such correspondence to insure that there is no conflict with previous policy or instructions.

4. That the Training Division establish a separate folder for this type of correspondence appearing on the Director's personal stationery so that it will be available for ready reference by the Training Division and the other divisions of the Bureau.

*I know of no prohibition to dissemination
why not to all hands?*

UNITED STATES GOVERNMENT

Memorandum

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TO : THE DIRECTOR

DATE: 1/22/74

FROM : J. B. ADAMS *JBA*

1 - Mr. Callahan

1 - Mr. Adams *JBA*

SUBJECT: DISSEMINATION OF EXECUTIVES CONFERENCE
MATTERS TO SPECIAL AGENTS IN CHARGE -
Executives Conference Meeting, 1/22/74

At the Executives Conference meeting on 1/22/74, the following items were discussed:

1. A speech by Donald E. Santarelli, Administrator, Law Enforcement Assistance Administration, before the Midwinter Meeting of the National Conference of State Criminal Justice Planning Administrators, at Williamsburg, Virginia, on 1/14/74. Mr. Santarelli cited examples of failure of the criminal justice system, the leadership role of LEAA in charting initiatives, and made a number of far-reaching proposals, some of which are highly controversial and in opposition to views of law enforcement professionals. Discussion was had concerning the fact that this speech was not quoted in detail in the news media and law enforcement officials throughout the country are probably not aware of the ramifications of this speech.

2. Field Technical Conferences. Mr. Jenkins brought up the subject of Field Technical Conferences and whether they are completely responsive to the needs of investigative personnel. Following discussion, it was agreed that they could be made more meaningful by permitting SACs to adapt the agenda to training needs of individual offices, which approach would also be consistent with the placing of greater responsibility on SACs for office management. Instructions to this effect are being prepared by the Training Division.

RECOMMENDATIONS -

1. It is recommended that, in order to provide our field executives with current information concerning the thinking of LEAA, a copy of

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Memorandum from
J. B. Adams, to the Director
Re: Executives Conference Meeting 1/22/74

Santarelli's speech be disseminated to each SAC, together with a brief note advising only that it is being brought to their attention for information purposes in view of certain proposals contained therein which would be highly controversial among law enforcement professionals.

2. It is recommended that we include in the letter a brief reference to the fact that the Executives Conference discussed Field Technical Conferences and concluded that greater latitude should be given SACs in preparing an agenda responsive to individual office needs, consistent with efforts to place greater management responsibility in the field, and that implementing instructions will be forthcoming.

OK
Letter to all SAC's
1/24/74 g/ba

1 - Mr. Callahan
1 - Mr. Adams

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PERSONAL
ATTENTION

66-2554-13001

January 24, 1974

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TO ALL SPECIAL AGENTS IN CHARGE:

RE: TOPICS OF INTEREST DISCUSSED
AT EXECUTIVES CONFERENCE

At the Executives Conference held on January 22, 1974, there was discussion concerning whether Agents' Annual Technical Training is completely responsive to the needs of investigative personnel. It was concluded that greater latitude should be given SACs in preparing agenda responsive to the individual office needs, which action would be consistent with our efforts to place greater management responsibility in the field. Implementing instructions will be forthcoming.

A discussion also ensued concerning a speech given by Mr. Donald E. Santarelli, Administrator, Law Enforcement Assistance Administration, before the Midwinter Meeting of the National Conference of State Criminal Justice Planning Administrators, at Williamsburg, Virginia, on January 14, 1974. A copy of this speech is enclosed for information purposes in view of possible questions which might be posed regarding it.

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ENCLOSURE

Clarence M. Kelley
Director

Enclosure

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LEAA
Law Enforcement Assistance Administration

Public Information Office
Telephone (202) 386-4551

Washington, D.C. 20530

Advance for Afternoon Newspapers
of Monday, January 14

ADDRESS BY THE HONORABLE DONALD E. SANTARELLI,
ADMINISTRATOR, THE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
BEFORE THE MIDWINTER MEETING OF THE
NATIONAL CONFERENCE OF STATE CRIMINAL JUSTICE PLANNING ADMINISTRATORS
WILLIAMSBURG, VIRGINIA, NOON, MONDAY, JANUARY 14, 1974

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ENCLOSURE

I appreciate this opportunity to discuss with you a number of matters of substantial importance to us all.

This conference takes place at a particularly appropriate time, for we are beginning a new year--traditionally a time of viewing opportunities to be grasped during the next 12 months. We also are beginning the new three-year authorization for LEAA approved by Congress. And we in LEAA are in the early phase of charting new directions and initiatives vitally needed if the Federal role is to be totally productive.

Since we face sober--even somber--realities, I would like to recall some sobering words.

The Safe Streets Act says: "Congress finds that the high incidence of crime in the United States threatens the peace, security, and general welfare of the Nation and its citizens." That is a harsh indictment of this society's ability to protect its citizens.

After a struggle by local, state, and Federal agencies, serious reported crime declined in 1972 by two percent--the first reduction in 17 years. That was a major achievement, though it was somewhat flawed by the fact that crimes of violence continued to rise.

But we now see something of an ominous pattern reasserting itself. The FBI reports that serious crime increased nationally by one percent in the first nine months of 1973, and crimes of violence rose by even higher rates.

Congress created LEAA to help the states and localities reduce crime--through financial and technical assistance, and by leadership. Though it may seem obvious, there are a number of things Congress did not create LEAA to do. It did not create LEAA so that its funds could be frittered away--as has happened in some instances in a number of states.

Crime reduction is the yardstick by which we will be judged--by the people, by Congress, by future generations. Our work is not academic. The fact of crime and the fear of crime are very real, and are affecting our national life and national fiber in drastic ways.

We should ask what we can say to the victims of those crimes--to the nearly 400,000 victims of aggravated assaults in 1972, to the more than 46,000 victims of rape, to the families of nearly 20,000 victims of homicide. I don't believe any of us could say we are doing enough.

LEAA has been in business for more than five and one-half years. The time for trial periods, test-runs, and shakedown cruises is over. In two and one-half years, LEAA's legislative authority will expire. We will have to go back to Congress to ask for its renewal--and Congress is going to want to know what we have accomplished. So are the people.

We sometimes read of Americans being prisoners in their own homes and hear of proposals on how to reduce the fear of crime. The fear of crime is very real--and, we might note, with very good reason. There is only one way to reduce the fear of crime--and that is to substantially reduce crime itself.

After five and one-half years in business, and LEAA budgets that total nearly \$3.5 billion, there can no longer be any excuse that there isn't enough money. It may not be sufficient to cover every item on every laundry list of needs, but it is enough to have produced more results than we see today. We are here today to join together in doing a better job.

I am relatively new as Administrator of LEAA. The LEAA program has accomplished a great deal--and against great odds. LEAA has made errors--there is no doubt of that. And with a program that deals with thousands of projects--and upwards of \$1 billion a year--I'm sure LEAA will make mistakes in the future.

But I want us to learn from those mistakes. I want to see a program that produces more--so those crime rates are reduced permanently, so our citizens are saved from harm.

And now I want to turn to a discussion of some of the ways in which we can reach our goal. One of my first priorities is to foster a new spirit of partnership between the Federal government and our partners at the state and local level. We are now well along on the task of defining how LEAA will carry out this role under my administration.

The State Planning Agencies are going to be brought into the family even more than they have been in the past. And I pledge that you will have full participation in defining the LEAA role as well as in helping us construct a broad range of new national initiatives.

LEAA takes this leadership role very seriously. We really have two basic roles. One is to provide financial and technical assistance--a support role for state and local efforts. The other is to have a leadership role, in charting initiatives and in helping decide

how funds will be used to carry them out.

We cannot abdicate this Federal leadership role. Stronger leadership may be exerted in some areas than in others--for instance, we are vitally interested in full civil rights compliance--but there will be leadership shown in every facet of our joint efforts.

From a management point of view, I see no more important function for me as Administrator than strengthening the ties between LEAA and the State Planning Agencies. For that reason, I am relying on Charles R. Work, my Deputy Administrator for Administration, to be the major point of contact for your organization within LEAA. I'm sure most of you know Chuck by now, and are aware of his skill and dedication. He feels as strongly as I do about this concept of closer cooperation.

But he will be more than a contact point for you within LEAA. He will be the man to whom this organization can frankly give its views, suggestions, and, yes, complaints. Naturally, the state planning agencies can continue to deal individually on matters with the appropriate regional office. We want to hear everything you have to say. Nothing was ever accomplished on a diet of good news.

No important program or policy development will be made by LEAA without your views first being heard. I cannot promise we will agree with everything you say, either individually or collectively. But we will solicit your views on everything of substance--and we will consider them carefully. We will give you our views on everything, as well.

We are building a new team at LEAA, and it is a team dedicated to excellence in leadership. Pete Velde's in charge of policy

development. Chuck is my chief of staff for day to day operations, and please remember that when you talk to him it is the same as talking to me or Pete. He speaks for us. His goal is achieving results. Our motto of "Quality and Candor" is a two-way street. Pete, Chuck and I want your views. And you can be certain you also will receive ours.

Since LEAA provides both leadership and support, I look upon the network of State Planning Agencies as the very important and basic system of delivery. And I would like to turn now to a discussion of some of the things we are going to provide to the states to aid in reaching our common goals.

Please remember that we are now developing a new relationship, and out of it is coming a number of new initiatives. Pete, Chuck, and I will be discussing some of them in detail with you in the days and months to come.

We want--and must have--new initiatives in evaluation, so we will know what works best and what doesn't work very well or at all. An in-depth evaluation effort is now well along the road to reality. New efforts also are being fashioned to help make a greater impact on the crimes of violence. The work of the Standards and Goals Commission was of exceptional importance--both its specific recommendations and the process it represents. But we are not mandating the standards and goals, or forcing them upon anyone. They are for voluntary adoption as states and localities see fit. What we want to see adopted is the process of planning and carrying out improvements of excellence--with you setting your own priorities and goals. And we will support you in those efforts. We also will be discussing

this with you in detail, for I know not only of your interest but of your concern in how needed help can be obtained. New efforts are needed to upgrade and improve the efficiency of courts, and that, too, is a priority. Effective corrections and police programs also will be stressed.

No part of the criminal justice system is going to be given short shrift on funding. What we plan is more emphasis on certain areas--the courts, for instance--which have gotten too little attention in the past.

In addition to the other areas of new emphasis I have briefly discussed, I now want to turn to another priority which we are in the process of developing--and discuss it in some detail.

We want your full contribution here as we gather information and construct another vehicle that I believe will contribute to crime reduction.

As I mentioned earlier, our goal is the reduction of crime in America. There are many paths we must follow simultaneously to reach that goal.

One of them that has been overlooked in the past is the citizen--and the role he can play in helping to fashion advances in crime reduction.

Some may view this as a new perspective for solutions to old problems. It is that, in part. But it is also something more. And that is developing within the criminal justice system mechanisms to make it truly responsive to the citizens.

Naturally, the foremost way in which the criminal justice system can aid citizens is by protecting them, by reducing crime. But we

also have to face the fact that in much of the nation today the criminal justice system seems to be operating to serve its own needs, running things to suit its own preferences, carving out spheres of influence to suit its own convenience.

But the criminal justice system must not be the master of the people. It can only aspire to be the servant of the people.

Policemen, and judges, and corrections officials, and prosecutors cannot be in business for themselves. Their job is not to erect empires and operate outside of the gaze and control of the public.

We hear and read a great deal these days of the lack of public confidence and trust in the institutions and mechanisms of government.

There are two ways in which the criminal justice system can reclaim that trust. The first is by reducing crime in significant and permanent ways. The second is by the criminal justice system treating citizens as though they are what they are--decent, law-abiding people who comprise the heart of our democracy. It is time the criminal justice system began viewing citizens in that fashion--rather than as pawns who can be moved on life's board at the whim of officials who occupy posts only at the public's tolerance.

It is time for us, as men and women who carry out the will of Congress through the LEAA program, to become the spokesmen and advocates of the people--to make certain that their interests are the primary factor in every thing that we do.

The criminal justice system, in working to achieve the goal of crime reduction, must make citizen interests and citizen participation an integral part of all of its operations.

We must march to the tune of a different drummer--the people.

Everything we do--everything that is done with LEAA funds--must include a component for treating citizens better and making the system more responsive to them.

It is easy to discern the reasons for public disenchantment with the criminal justice system. The odds are better than even that any citizen who comes into contact with the system will come out of that experience with a sour taste in his mouth, with his or her confidence eroded.

The public's most frequent point of contact with the criminal justice system is the traffic offense--when a policeman stops you or me or our friends for speeding or failing to stop at an arterial highway, or one of a hundred other things. And what is the usual experience? The citizen comes away feeling a real anger. Not because he didn't violate a traffic law--but because the traffic policeman treated him in such a demeaning way in the process of giving him a ticket.

Anyone who has ever been to traffic court recognizes the shortcomings of the judicial part of our system. Endless waiting, numerous delays, frequent postponements--all of the things that make the citizen wonder if he is living in a free America or in some sort of oligarchy where decisions are made to suit the fancy of the aristocrats--or, more properly, the bureaucrats.

But if things are bad in traffic court, where the stakes are relatively small, they grow even worse for the citizens who come in contact with the criminal courts--whether the citizens be victims, witnesses, or jurors.

A victim of a criminal can also find he is a victim of the criminal justice system. If he shows up to testify, he can find

the case is postponed--and then postponed again and again. That is money out of his pocket, time out of his life. He begins to wonder who the system is supposed to be for--him, the victim, or a host of other people--the defense attorneys, the prosecutors, the judges.

The citizen has every right to be dismayed by high crime rates. He has every right to be dismayed by low clearance rates of crimes--for he knows, for instance, that less than 20 percent of all burglaries nationally are cleared. And he has every right to be dismayed at the even lower rates of convictions. Put yourself in the shoes of a crime victim--who finds himself to be that pawn on the criminal justice chessboard, who has to suffer all sorts of indignities, and then sees, as the final straw, the accused offender walking out free.

In another two months or so, we will have the results of a landmark study in one major urban jurisdiction of how criminal prosecutions wash out--and why. We will make those results available to all parts of the criminal justice system, because they will show us some fascinating things about what happens in the courts and prosecution sections of the system.

While we do not have hard data in hand yet, the preliminary material shows clearly that fear of reprisal is a significant factor in witnesses failing to cooperate--in failing to testify--with the result that many accused offenders are freed.

We know that non-cooperation from witnesses is a major factor in prosecutions washing out--perhaps responsible for half the cases that are scrubbed. And that fear of reprisal seems to be the reason in a significant number of cases. If we ponder that for a moment, it is a chilling indictment of the criminal justice system and its ability to

bring the accused to justice and to achieve justice for the victim and for society. It means that we not only cannot protect huge numbers of our citizens against crime in the first place, but we cannot even instill confidence in significant numbers of citizens that the law can protect them if they testify against the accused.

Something has to be done about that--and now. We must create programs to protect witnesses: Not some sort of cosmetic effort, but perhaps witness protection units that will really safeguard citizens against reprisals for doing their duty.

The same study also gives some indication that a significant number of witnesses fail to cooperate because of the way they are treated by prosecutors--presumably because too often nobody ever explains anything to them or tells them how the system works or how they fit into the case that is being developed. That, too, must be changed.

The litany of failures of the criminal justice system could go on and on.

Recent published reports show that in one major city jurors spent 62 percent of their time in the waiting room. We can imagine the impressions those jurors gained of our criminal justice system, and what effect that may have on their willingness to support the system in the future.

We know from test studies in LEAA's national victimization surveys that an awesome amount of crime is unreported. In two cities surveyed, we learned that the actual number of crimes in certain categories was five times higher than that reported to police. We know, too, that citizens often fail to report crime because they lack

confidence the police will be able to do anything about it. Or because they feel they will be caught up in a maze of legalisms and procedures that could extract even more costs from them. And because some feel they will be hassled or ignored or shunted aside by the very people sworn to help and protect them.

These sentiments are voiced by people of all backgrounds, all ethnic groups, all economic classes. But there is a particular problem, it seems to me, with the ways in which minority groups are treated by the criminal justice system. In many cities today, police-community relations programs have no more substance or no more relation to reality than the false-front stores erected on the sound stages of a film studio for a western movie.

We have to tear down the walls that separate the residents of the inner cities from their fellow citizens. Where the walls cannot yet be torn down, then we have to build bridges. And where bridges cannot yet be constructed, then we will have to erect catwalks. But the dissension, the isolation, the suspicion must be overcome--and with programs that protect and serve the people, not mere cardboard structures.

The criminal justice system cannot continue following its misdirected course of ignoring or abusing the very citizens it was originally designed to serve.

Neither can it abdicate its responsibilities by saying to the citizens that they must support the system without being shown how that can be done.

One of the parts of the new citizen program LEAA is now creating calls for a massive program of public education--ranging from telling citizens how they can better protect themselves against crime to

how they can join together in responsible citizen action with information from a national clearinghouse.

There are relatively simple, inexpensive steps that citizens can take to make their homes secure against burglars. There are simple precautions that citizens can take to protect themselves against robbers and muggers and rapists. There should be no higher priority in these new initiatives than showing citizens how they can protect themselves and their loved ones.

Criminal justice can benefit enormously from the efforts of citizen and civic groups throughout the nation which are either working for crime reduction or which want to if they only had some assistance. Through the Standards and Goals Commission, we now have a blueprint--the Community Crime Prevention Task Force Report, with its hundreds of specific recommendations.

It is the process of Standards and Goals that is most important. But many states and localities probably will find in the reports a number of things they may wish to do--quickly and at little cost.

Public corruption--especially in police agencies and other parts of the criminal justice system--is one of the greatest obstacles to effective law enforcement that we face. Yet it costs virtually nothing to reproduce and disseminate broadly the Standards and Goals checklist on signs of public corruption that the citizens should be on the watch for.

Each state should have a clearinghouse of information for citizen action groups, tied into a Federal clearinghouse which we will develop.

Other reasonably easy steps can also be taken rapidly. As so many crimes go unreported, police departments should set up procedures to make it easy for citizens to report crime--and obtain

effective action.

When people go to report crimes, they sometimes can find no one to talk to. Or they have to wait endlessly. Or they find themselves given two minutes and then shunted off. Or, even worse, they find that they are being badgered by the police. This is especially true of victims trying to report certain kinds of crimes--for instance, rape.

Courts can set up new procedures that serve the public rather than wasting the time of victims, litigants, jurors, and witnesses. On this point, it might be instructive to recount a story attributed to Associate Justice Byron White of the Supreme Court, who went for a dental appointment one day only to find the waiting room filled with 25 patients. When he finally got to see the dentist six hours later, he asked what had caused the delay. The dentist replied: "It's very simple. A few days ago, I had to go to court. I was told to be there at 9 a.m., along with 50 or 60 other people. My case didn't come up until 4 o'clock. I figured if that's the right way to run a courtroom, I can do the same thing as the judges; so from now on all of my patients have to be here at 9 o'clock every morning. It may not be so good for them, but, like the judge, it's great for me."

We do not yet have a complete plan for our new citizen initiatives. My reason for discussing the matter with you today is to seek your views and ideas and contributions, so that a program of the greatest possible excellence can be developed.

A high-level task force within LEAA already is at work on this project. In addition to the ideas it is generating, staff members are

screening all state plans for relevant projects." We have invited representatives from your organization to give their views. We are looking at research and development efforts that have been carried out over the years--within LEAA as well as outside of the agency. We are seeking a wide range of views from criminal justice specialists and organizations.

The effort to help citizens--to bring them into the system, to meet their needs--is going to be a major new direction for LEAA. We want your help. And in turn we will devise the best program possible and back up our beliefs with technical assistance and very substantial funding, though we do not yet have a price-tag for the latter.

The ideas are endless: citizen advisory boards for all criminal justice agencies; civilian review boards for the police and courts and other agencies; central complaint bureaus for both police and courts; community relations bureaus for police and courts and prosecutors; new techniques of construction so that, for instance, people can hear what is going on in courtrooms; investigative grand juries that would monitor the efficiency of courts and other agencies; participation of the victim in plea bargaining by prosecutors; video-taping of testimony; reports at some point by police to victims on whether they are making progress in investigating or solving cases.

The list of needs--and of symptoms--stretches on. And while our plans are not yet complete, we do know that our new programs to evaluate the effectiveness of LEAA programs must include a component to make certain that all citizen needs are met.

When Joseph Pulitzer published The New York World, he had on

the masthead his credo for public service. It said, at one point: "Always remain devoted to the public welfare." And at another point: "Never be afraid to attack wrong, whether by predatory plutocracy or predatory poverty."

We are in the business of attacking wrong--the wrong of crime that claims millions of victims each year, the wrongs of a criminal justice system that fails to do everything it can to prevent and reduce that crime.

If some in the criminal justice system interpret my remarks as unfair criticism, let me say that I certainly do mean to criticize and that it is not unfair. My point--the point of the LEAA program--is to achieve results, and it is no more unfair to criticize bungling public officials than it is to criticize a surgeon who bungles an operation or a public health scientist who fails to detect quickly enough an outbreak of typhoid.

For the thing that every single person in the criminal justice system has to understand--with his heart as well as his mind--is that we, too, hold human lives in our hands. And if we fall short, if we fail to protect, then we bear burdens too heavy for even the most hardened conscience.

We are not talking about academic matters or impersonal statistics or flow charts. We are talking about saving human lives and preventing human suffering. We are talking about preserving our cherished freedoms, freedoms that cannot co-exist with crime at the present levels. The views I express here today are not mine alone. They are the views of the Congress, which created this program to achieve results. They are the views of the people of this nation, whose patience is remarkable--but not endless.

Thank you.

UNITED STATES GOVERNMENT

Memorandum

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- Director Sec'y _____

TO : THE DIRECTOR

DATE: 1/8/74

FROM : J. B. ADAMS *JBA*

1 - Mr. Callahan
1 - Mr. Adams

SUBJECT: DISSEMINATION OF EXECUTIVES CONFERENCE MATTERS TO SPECIAL AGENTS IN CHARGE - Executives Conference Meeting, 1/8/74

Executive Conference

The Executives Conference met in the Director's office at 11 a. m. , on 1/8/74, and the following was discussed:

The Director indicated that it is time we began to take positive action concerning a number of matters we have been talking about, and he wants the Executives Conference to meet in the very near future, in some retreat-type facility where extensive discussion can be had concerning the direction the Bureau must take, our priorities, goals, allocation of funds, allocation of manpower, as well as investigative and administrative procedures to implement and place in effect the decisions made.

The Director indicated that the agenda was flexible and any matters desired could be added; however, he indicated that among the matters to be discussed should be included:

- (1) Law Enforcement philosophy.
- (2) Local law enforcement and additional means by which the Bureau can be of assistance.
- (3) Public Relations, specifically means of best projecting the Bureau's accomplishments, responsibilities and operations.
- (4) De-emphasis on quantity, to permit additional emphasis on quality in investigative operations.

(5) Alignment of priorities and establishment of goals, with publication of these goals and the attainment thereof.

ENCLOSURE

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DATE 8/2/84 BY SP1ab/afk

JBA:CSH (3) 232187

*Letter to all SAC's
1/9/74 JBA*

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J. B. Adams
to the Director

Re: Dissemination of Exec. Conf. Matters
to SACs - Exec. Conf. Meeting 1/8/74

- (6) Relationship with the Department of Justice.
- (7) FBI jurisdiction, including discussion concerning questions which have been raised as to the propriety of continuing security and criminal responsibilities in FBI.
- (8) Participatory management.
- (9) Conference procedures.
- (10) Paper work.
- (11) Task forces.
- (12) Role of FBI in providing service functions to law enforcement
- (13) Personnel management, including role and responsibilities of SAC.
- (14) Transfer policies.
- (15) Career development.
- (16) Discipline.

The Director may desire to indicate whether he wishes this disseminated.

Yes.
K/

1/19/74
g/BA



CLARENCE M. KELLEY
DIRECTOR

PERSONAL
ATTENTION

January 9, 1974

TO ALL SPECIAL AGENTS IN CHARGE:

RE: TOPICS OF INTEREST DISCUSSED
AT EXECUTIVES CONFERENCE

I felt you would be interested in knowing that at the Executives Conference held on January 8, 1974, I indicated that it is time we began to take positive action concerning a number of matters we have been talking about, and that in the very near future I am scheduling an Executives Conference in some retreat-type facility, where uninterrupted, extensive discussion can be had concerning the direction the Bureau must take, our priorities, goals, allocation of funds and manpower, as well as investigative and administrative procedures to implement and place in effect the decisions made. Among the matters to be considered will be the following:

1. Law Enforcement philosophy
2. Local law enforcement and additional means by which the Bureau can be of assistance
3. Public Relations, specifically means of best projecting the Bureau's accomplishments, responsibilities and operations
4. De-emphasis on quantity, to permit additional emphasis on quality in investigative operations
5. Alignment of priorities and establishment of goals, with publication of these goals and the attainment thereof.
6. Relationships with the Department of Justice
7. FBI jurisdiction, including discussion concerning questions which have been raised as to the propriety of continuing security and criminal responsibilities in FBI

Not sent. Should be maintained in file.

Clm Kelley

66-2554-13002

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DATE *8/2/04* BY *SP6 BJA/PSK*

ENCLOSURE

To All Special Agents in Charge
Re: Topics of Interest Discussed
at Executives Conference

8. Participatory management
9. Conference procedures
10. Paper work
11. Task forces
12. Role of FBI in providing service functions to law enforcement
13. Personnel management, including role and responsibilities of SAC
14. Transfer policies
15. Career development
16. Discipline

This information can be disseminated within your office.

Clarence M. Kelley
Director

UNITED STATES GOVERNMENT

Memorandum

TO : THE DIRECTOR

DATE: 1-29-74

FROM : N. P. CALLAHAN

SUBJECT: ~~ALL-DAY CONFERENCE FOR KEY
FBI-PERSONNEL SCHEDULED FOR
FEBRUARY 5, 1974~~

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 Director Sec'y _____

Office has copy of the file

At the Executives Conference on January 22, 1974, you raised several questions concerning captioned matter and I advised that they would be discussed at my conference on 1-28-74, and the results of same submitted to you.

In my conference on 1-28-74 it was the unanimous vote of those present that the 2-5-74 meeting begin with comments from you with regard to your philosophy on law enforcement. It was felt by those present that this would be extremely important in setting the key note of the meeting.

When you initially proposed that we hold such a captioned meeting you furnished 16 items for possible discussion. You subsequently indicated that these were not listed in any particular order of priority and suggested that perhaps a determination should be made as to what the conference felt would take priority interest. Excluding law enforcement philosophy which is mentioned above, the following are the 15 items listed in priority order:

1. Relationships with the Department of Justice.
2. De-emphasis on quantity, to permit additional emphasis on quality in investigative operations.
3. Alignment of priorities and establishment of goals, with publication of these goals and the attainment thereof.
4. Personnel management, including role and responsibilities of SAC.
5. Public relations, specifically means of best projecting the Bureau's accomplishments, responsibilities and operations.
6. Local law enforcement and additional means by which the Bureau can be of assistance.

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DATE 2/26/02 BY SP5TCL/AB

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FEB 8 1974

66-2554-1302
EX-112 REC-29

Memorandum to the Director

Re: All-Day Conference for Key FBI Personnel
Scheduled for February 5, 1974

7. FBI jurisdiction, including discussion concerning questions which have been raised as to the propriety of continuing security and criminal responsibilities in FBI.
8. Role of FBI in providing service functions to law enforcement.
9. Career development.
10. Participatory management.
11. Task forces.
12. Discipline.
13. Transfer policies.
14. Conference procedures.
15. Paper work.

At my conference it was also agreed upon that we should devote 45 minutes each to items 1 through 4; 30 minutes each for items 5 through 8; and thereafter, cover the remaining items as time permits. If it develops, however, that any item is a matter that should be resolved with some urgency, then additional time could be given to it, contingent of course upon your approval.

It is assumed that you would want the results of the discussion on each topic to be duly recorded and, accordingly, I have designated various attendees at the scheduled meeting to appropriately record results of the discussions of the individual topics.

RECOMMENDATION:

The foregoing is submitted for your approval. Upon your approval of the above, a copy of this memorandum will be furnished to each of the scheduled attendees, together with the recording assignments.

*DONE 1/30/74
HNS*
*OK - Also send out letter
to SAC's re conference
items to be discussed.*
*Letter to
all SAC's 1/30/74
JAA*

- 1 - Mr. Callahan
- 1 - Mr. Adams
- 1 - Training Div.
(Mr. Reilly, 5302)

REC-29 66-2554-13003

PERSONAL ATTENTION

EX-112

January 30, 1974

TO ALL SPECIAL AGENTS IN CHARGE:

RE: TOPICS OF INTEREST DISCUSSED AT EXECUTIVES CONFERENCE

Attorney General Saxbe attended our Executives Conference meeting on January 29, 1974, and each Division head made a short presentation on the operations of his Division. Mr. Saxbe was particularly appreciative, indicating he desired to become completely knowledgeable on the operations of the FBI as he has always been a great admirer of the Bureau and wants to be in a position to explain to the public its important mission in the field of law enforcement, and to defend it against unfair criticism which might be leveled against it.

Also on January 29, 1974, we firmed up an agenda of items to be scheduled for discussion at an all-day conference to be held on February 5, 1974, to be attended by the regular members of the Executives Conference as well as a representative number of Special Agents in Charge. I feel it is imperative that we address our concentrated attention to certain important and timely topics. I will first present some of my views on law enforcement philosophy, after which, as time permits, discussions will center on the following matters:

1. Relationships with the Department of Justice.
2. De-emphasis on quantity, to permit additional emphasis on quality in investigative operations.
3. Alignment of priorities and establishment of goals, with publication of these goals and the attainment thereof.

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Smate 5302

To All Special Agents in Charge

Re: Topics of Interest Discussed at Executives Conference

4. Personnel management, including role and responsibilities of SAC.
5. Public relations, specifically means of best projecting the Bureau's accomplishments, responsibilities and operations.
6. Local law enforcement and additional means by which the Bureau can be of assistance.
7. FBI jurisdiction, including discussion concerning questions which have been raised as to the propriety of continuing security and criminal responsibilities in FBI.
8. Role of FBI in providing service functions to law enforcement.
9. Career development.
10. Participatory management.
11. Task forces.
12. Discipline.
13. Transfer policies.
14. Conference procedures.
15. Paper work.

Clarence M. Kelley
Director

UNITED STATES GOVERNMENT

Memorandum

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- Director Sec'y _____

TO : THE DIRECTOR

DATE: 1/29/74

FROM : J. B. ADAMS *JBA*

1 - Mr. Callahan

1 - Mr. Adams *JBA*

SUBJECT: ~~DISSEMINATION OF EXECUTIVES CONFERENCE MATTERS TO SPECIAL AGENTS IN CHARGE - Executives Conference Meeting, 1/29/74~~

At the Executives Conference meeting 1/29/74, Attorney General Saxbe was present. Each division head made a short presentation on the operations of his division. Mr. Saxbe was particularly appreciative, indicating he desired to become completely knowledgeable on the operations of the FBI as he has always been a great admirer of the Bureau and wants to be in a position to explain to the public its important mission in the field of law enforcement, and to defend it against unfair criticism which might be leveled against it.

Attorney General Saxbe explained his philosophy that the Department of Justice should not lose sight of the fact that it is primarily concerned with law enforcement and not social reform. He is obviously a strong proponent of law and order, expressing his firm conviction that without law and order this country will face disaster.

Following the departure of Mr. Saxbe there was brief discussion of the agenda for the all-day Executives Conference scheduled for 2/5/74.

RECOMMENDATIONS -

The Director may desire to indicate whether he wishes the SACs to be advised of the conference with Mr. Saxbe; also whether he desires that they be advised at this time of the agenda, which has now been formalized, for the conference on 2/5/74.

JBA:CSH (3)

yes
Letter to all SA-REC-29
1/30/74 JBA
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UNITED STATES GOVERNMENT

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- Director Sec'y _____

TO : THE DIRECTOR

DATE: 3/5/74

FROM : J. B. ADAMS *JBA*

1 - Mr. Callahan
1 - Mr. Adams

SUBJECT: DISSEMINATION OF EXECUTIVES CONFERENCE MATTERS TO SPECIAL AGENTS IN CHARGE - Executives Conference Meeting 3/5/74

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At the Executives Conference held on 3/5/74, consideration was given to the request of Attorney General Evelle J. Younger, of California, that the Bureau participate in a "gaming" type operation designed to intensify investigative thinking in connection with the Hearst kidnaping case. The discussion was moot on that point, however, as the White House had already declined for any Federal agencies to participate. The Director did present observations concerning the possible application of this technique to cases such as this, particularly in trying to determine the whereabouts of the victim. He instructed that this technique be further explored, which action is being separately initiated by Mr. Miller.

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There was a discussion concerning certain legislative proposals by Attorney General John Danforth, of Missouri, as set forth in a memorandum from the Office of Legal Counsel to Mr. Miller, dated 3/4/74. These proposals, in the main, reflect a desire to place criminal sanctions on activity designed to assist in any way in facilitating payment of ransom or the taking of other steps to obtain the release of a kidnaped victim. It was agreed that the Bureau should follow its traditional role of abstaining from commenting on proposed State legislation, and at the same time it was felt that the proposals in question (except for some already covered by statutes) would not be effective in achieving their desired purpose and, in fact, the likelihood exists that legislation such as this might tend to cause individuals to refrain from notifying law enforcement authorities of kidnapings, in order that they could covertly attempt to pay ransom or do other things which might effect the release of a loved one.

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Memorandum to the Director
from J. B. Adams
Re: Dissemination of Executives Conference
Matters to SACs - Exec. Conf. 3/5/74

Mr. Jamieson submitted a suggestion for consideration whereby it was proposed that we discontinue the Bureau rule requiring an SAC to furnish the Bureau with the basis, and full justification, for his action in approving an Agent sitting at counsel table. This rule grew out of an incident many years ago. It was agreed that circumstances today no longer warrant submission of this information to the Bureau. The approval of the suggestion will be handled separately by the Training Division.

RECOMMENDATION -

That the Director indicate which, if any, of the foregoing items should be disseminated to the SACs.

Jm

*Letter to all SACs
3/6/74
Jm*

*all -
encl*

1 - Mr. Callahan
1 - Mr. Franck
1 - Mr. Adams
1 - Training Division
PERSONAL (Mr. Reilly
ATTENTION 5302)

March 6, 1974

REC-16 66-2554-13005

J
TO ALL SPECIAL AGENTS IN CHARGE:

RE: TOPICS OF INTEREST DISCUSSED
AT EXECUTIVES CONFERENCE

EX-111

The Executives Conference met on March 5, 1974, and three topics were discussed which I feel would be of interest to all of you.

1. Consideration was given to a request of Attorney General Evelle J. Younger of California that the Bureau participate in a "gaming" type operation designed to intensify investigative thinking in connection with the Hearst kidnaping case. The discussion was moot on that point, however, as the White House had already declined to have any Federal agencies participate. I presented to the Conference my observations concerning possible application of this technique to cases such as this, particularly in trying to determine the whereabouts of the victim. This technique basically involves an analysis of all available information, assessing weight to various alternatives and thereby try to project what might be the reasons for certain action and what might be the base plan of the criminals in order to give advantage to the planners. I have instructed that this technique be further explored for possible in-house use.

2. There was a discussion concerning a request from Attorney General John Danforth of Missouri for our observations

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To All Special Agents in Charge
Re: Topics of Interest Discussed at Executives Conference

in connection with certain legislative proposals designed in the main to place criminal sanctions on activity facilitating the payment of ransom or taking other steps to obtain the release of the kidnaped victim. It was agreed that the Bureau should follow its traditional role of abstaining from commenting on proposed State legislation. However, it is our view that each kidnaping case should be treated according to its individual requirements and that imposing stringent limitations upon those involved in such cases could be unwise in that it could adversely affect the possibility of completing arrangements for the safe return of the victim. Further, the proposals in question (except for some already covered by statutes requiring reporting crimes and prohibiting receiving fruits of the crime) would not be effective in achieving their desired purpose and in fact the likelihood exists that legislation such as this forbidding payment of ransom and related activity might tend to cause individuals to refrain from notifying law enforcement authorities of kidnapings in order that they could covertly attempt to pay ransom or do other things in an effort to effect the release of a loved one.


3. A suggestion was considered whereby it was proposed that we discontinue the Bureau rule requiring an SAC to furnish the Bureau with the basis, and full justification, for his action in having approved an Agent sitting at counsel table. This rule grew out of an incident many years ago and it was agreed that circumstances today no longer warrant submission of this information to the Bureau. Implementation of this suggestion is being handled separately.

Clarence M. Kelley
Director

To All Special Agents in Charge
Re: Topics of Interest Discussed at Executives Conference

(2) Recent developments concerning the kidnapping of Patricia Hearst on February 4, 1974, in Berkeley, California, by alleged members of the Symbionese Liberation Army, were presented to and discussed by members of the Conference. It was particularly noted that this case could be a landmark case with regard to the Bureau's handling of possible future cases of this type. The attention of everyone is focused on the FBI and its success or failure in the solution of the case and in the obtaining of the release of the victim. The time for preparation for possible future cases of this type is now, and no detail should be left to speculation.

(3) During a recent news conference members of the press expressed a desire to meet with executive office staff and Assistant Directors for the purpose of discussing the Bureau's responsibilities and accomplishments. I have approved this request and have instructed the External Affairs Division to handle this aspect of our relations with the news media.


Clarence M. Kelley
Director

UNITED STATES GOVERNMENT

Memorandum

- Assoc. Dir. _____
- Dep. AD Adm. _____
- Dep. AD Inv. _____
- Asst. Dir.:
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- Comp. Syst. _____
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- Legal Coun. _____
- Telephone Rm. _____
- Director Sec'y _____

TO : THE DIRECTOR

DATE: 2/19/74

FROM : J. B. ADAMS

SUBJECT: DISSEMINATION OF EXECUTIVES CONFERENCE MATTERS TO SPECIAL AGENTS IN CHARGE EXECUTIVES CONFERENCE MEETING 2/19/74

At the Executives Conference meeting on 2/19/74 the following items were discussed:

1. Utilization of Bureau Automobiles in Resident Agencies

Mr. Sheets, Office of Planning and Evaluation, presented the data acquired from Special Agents in Charge (SACs) concerning the desirability of expanding the authority of the SACs in relation to the use and storage of Bureau cars in Resident Agencies. None of the SACs opposed the concept of storing automobiles at the residences of the resident agents. 78.6% believed that if given additional authority to decide how the car is to be used there will be greater efficiency and productivity at a reduced cost. This authority encompasses the storage of the cars at the agents' residences and proceeding directly from the residence to his first investigative matter. 87.5% of the SACs favor the agent using the car for travel between his residence and the resident agency. 37.5% favor travel direct to the first investigation with an additional 50% favoring this type of travel however do not want to give blanket authority, but desire to select those agents and cars which would be used in this manner.

It was noted that a savings of \$279,000 would be realized if none of the 2,084 resident agency cars were stored in commercial space and that an additional \$31,000 would be realized in July 1974 when the Bureau would have to pay GSA for storage space not included in present costs.

- 1 - Mr. Callahan
- 1 - Mr. Adams

EES/imt
(3)

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EX-111

REC-24 66-2554-13007

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Letter to all SACs 2/20/74 [unclear] EES

MAR 13 1974

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ALL INFORMATION CONTAINED HEREIN IS UNCLASSIFIED DATE 2/26/02 BY SP5/TCL/AB

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Memorandum to The Director

RE: DISSEMINATION OF EXECUTIVES CONFERENCE
MATTERS TO SPECIAL AGENTS IN CHARGE
EXECUTIVES CONFERENCE MEETING 2/19/74

It was further pointed out that 25% or 517 of the 2,084 resident agency cars are presently maintained at the agents' residences in 41 field divisions and that there have been no unusual circumstances noted concerning the storage of these cars at the agents' residences.

It was recommended by the Office of Planning and Evaluation that the Bureau authorize the SACs to make the decision concerning the use and storage of resident agency cars, that the SACs advise the Bureau of any changes regarding contracts and savings and that the Office of Planning and Evaluation, in six months, evaluate the impact of expanded authority on the efficiency and productivity of the agents.

Considerable discussion was had concerning the possibility that additional gasoline would be used by Bureau cars, that there may be criticism by citizens concerning the agents' use of the Bureau cars, that agents should not be permitted to claim overtime for travel between their residences and the resident agency office, that contracts for storage may have to be canceled or renegotiated and that there should be some way to measure whether there is, in fact, an increased use of gasoline if cars are stored at the residences of the agents.

It was decided that agents should not be permitted to claim overtime for travel between their residences and the resident agency space and that it should be excluded from overtime in the same manner as is presently being done in connection with travel to firearms, conferences, etc. It was noted, however, that the agent would be on duty and on official business as soon as he begins to operate the Bureau car. Mr. Kelley called for a vote of the Executives Conference, which voted in favor of permitting the SACs to decide which cars should be stored at the residences of the agents and that this is to be done on a two month trial basis. The field is to be instructed to submit data for each month concerning the number of miles driven during the month compared with a similar period in the preceding year. He further instructed that the field office submit data for comparison purposes concerning the travel of the agent from his residence to the resident agency in his personally owned car versus the travel of the same agent in a Bureau car.

Memorandum to The Director

RE: DISSEMINATION OF EXECUTIVES CONFERENCE
MATTERS TO SPECIAL AGENTS IN CHARGE
EXECUTIVES CONFERENCE MEETING 2/19/74

Further the number of instances during the trial period when the agent went direct to his investigative work rather than to the resident agency. Mr. Kelley also instructed that it was to be clearly stated to the field offices that if the trial period resulted in adverse criticism from citizens and resulted in an increased expenditure of gasoline that permission to store the cars at the agents' residences would be rescinded.

2. Hearst Case Review

Mr. Miller and Mr. Gebhardt discussed recent developments concerning the Hearst kidnaping and brought out that Mr. Hearst has developed a plan wherein one-half million dollars would be paid by him and one and one-half million dollars would be paid by the Hearst Foundation to buy food for those on welfare. It was noted that no additional agents have been sent to San Francisco at this time although additional agents may be needed in the future depending on developments. Thirty Symbionese Liberation Army (SLA) people have been identified and are being investigated. It was noted that 4 of the 30 persons are Blacks and that the SLA stemmed from the Revolutionary Union and Venceremos Brigade. Departmental representatives are on the scene studying the possible Federal violations and the U. S. Attorney, San Francisco, has been in contact with Attorney General Saxbe concerning the use of a task force. Relations with local authorities continue to be good and their actions depend on where victim is located and further developments in the case. Mr. Gebhardt pointed out that the case has received considerable review by the news media and there has been no direct contact by Mr. Hearst with the kidnapers. The only known communications consist of one letter and two tapes, which have also received widespread publicity in the newspapers.

Mr. Kelley suggested that Mr. Hearst has two apparent options, one to capitulate to the kidnapers and two, to take a more aggressive stance. He noted that giving into the kidnapers does not

Memorandum to The Director

RE: DISSEMINATION OF EXECUTIVES CONFERENCE
MATTERS TO SPECIAL AGENTS IN CHARGE
EXECUTIVES CONFERENCE MEETING 2/19/74

insure the victim's safety and that perhaps it would be well to condition Mr. Hearst to the taking of a more aggressive stance in his instructions to them. It may be beneficial to condition Mr. Hearst so that when the chips are down a decision can be made concerning a possible rescue of the victim. Mr. Kelley pointed out that if the kidnappers demand the release of the two subjects in prison it is not likely, based on available data, that the authorities in California will grant their release. Mr. Kelley pointed out that this could be a landmark case concerning the handling of other possible cases of this type. He stated that nothing is to be left to speculation and that all members of the Executives Conference should give thought as to what can be done now to prepare for possible future cases of this type.

3. News Media Contact with Assistant Directors

Mr. Kelley stated that a request has been received from members of the news media for permission to contact members of his staff and Assistant Directors for the purpose of discussing the Bureau's work with these individuals. Mr. Kelley had no objection to news media contacting members of his staff and Assistant Directors and that although the press voiced some objection to a representative from External Affairs accompanying them that all contacts should be cleared through External Affairs who will provide a representative to be present during the interviews.

RECOMMENDATION:

That the Director indicate, which, if any, of the foregoing items should be disseminated to the SACs.

All -

crk

*Letter to
all SACs
2/20/74
EES*

UNITED STATES GOVERNMENT

Memorandum

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- Director Sec'y _____

TO : MR. CALLAHAN

DATE: 3/19/74

FROM : J. B. ADAMS *JBA*

SUBJECT: TOPICS OF INTEREST DISCUSSED
AT EXECUTIVES CONFERENCE, 3/19/74

At the Executives Conference today, Mr. Kelley suggested tabling the proposal to relieve SACs of first-line case supervision until further consideration could be given to the possibility of effecting this proposal without increasing our over-all supervisory staff.

This issue has been of concern to SACs for many years, was highlighted as a major concern during the recently concluded symposia of field and headquarters executives, and was specifically covered in a detailed survey by each SAC, with an overwhelmingly favorable recommendation. It had been fragmented out of a broader study concerned with the relationship between field and headquarters supervision, since the obvious desire on the part of SACs for more latitude in managing their offices indicated a need for prompt resolution of this issue of long standing.

It is felt we should advise the SACs that the question has been considered and, although the Executives Conference was generally in agreement with the proposal and its aims, the fact remains that 32 offices felt it would be necessary to create an additional supervisory position, which would also entail additional secretarial support and limited additional space (only two offices indicated additional space would be required), and it was decided to table the proposal in order to explore additional means by which supervisory time could be conserved, thereby permitting the proposal to be implemented with no over-all increase in our supervisory staff.

There is attached a proposed letter to this effect. We will then go forth separately with more detailed instructions, soliciting

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MAR 26 1974

JBA:CSH (17)

Enclosure - *Sent 3-21-74*

CONTINUED - OVER

- 1 - Mr. Callahan
- 1 - Mr. Jenkins
- 1 - Mr. Miller
- 1 - Each Assistant Director
- 1 - Mr. Mintz

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J. B. Adams to Mr. Callahan

Re: Topics of Interest Discussed at Executives Conference 3/19/74

data and specific suggestions which might enable this proposal to be effected without any over-all increase in personnel. We will also secure the views of the SACs concerning the desirability of filling some field supervisory positions with FBIHQ supervisors, as part of the career development program. The headquarters divisions will likewise be asked to furnish specific suggestions which might accomplish the aims of this proposal.

RECOMMENDATION:

It is recommended that the attached letter to all SACs be approved.

Handwritten signature: JBA

REC-14

66-2554-1308

PERSONAL ATTENTION

REC'D UNIT

March 19, 1974

ST-115

TO ALL SPECIAL AGENTS IN CHARGE:

RE: TOPICS OF INTEREST DISCUSSED
AT EXECUTIVES CONFERENCE 3/19/74

At the Executives Conference today an extensive discussion took place concerning a proposal that Special Agents in Charge (SACs) be authorized to remove cases from their immediate first-line supervision and reassign them to other supervisory personnel.

A field-wide survey revealed that, with the exception of six SACs in the smaller offices, the remainder of you felt you should be relieved of first-line case supervision and, even in the smaller offices, there was a feeling that the case load should be reduced and the SAC be given more latitude in determining which matters should receive his attention.

There was a feeling among the SACs that, with more time available, additional time could be well spent on over-all direction and coordination of investigative operations, programs and major cases, increased involvement in office management, problem solving, personnel matters and training programs, greater supervision of resident agencies, improved liaison and coordination with other

JBA:CSH (18)

Cover memo, J. B. Adams to Mr. Callahan, 3/19/74

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- 1 - Mr. Callahan
- 1 - Mr. Jenkins
- 1 - Mr. Miller
- 1 - Each Assistant Director
- 1 - Mr. Mintz

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Handwritten signatures and initials: JBA, CSH, and others.

MAIL ROOM TELETYPE UNIT

To All Special Agents in Charge
Re: Topics of Interest Discussed at Executives Conference

agencies in the criminal justice and security communities, and increased community involvement including improved public and news media relations efforts. It was also felt that the proposal would result in greater continuity of supervision.

Although the Executives Conference was generally in agreement with the proposal and its aims, the fact remains that thirty-two offices felt it would be necessary to create an additional supervisory position, which would also entail additional secretarial support and limited additional space. Therefore, it was decided to table the proposal in order to explore additional means by which supervisory time could be conserved, thereby permitting the proposal to be implemented with no over-all increase in our supervisory staff.

In addition, consideration also needs to be given to the relationship between field and headquarters supervision, and the desirability under the career development program of filling some field supervisory positions with select headquarters supervisors who are potential ASACs. Accordingly, your additional views will be sought by separate communication.

Clarence M. Kelley
Director

March 25, 1974

MEMORANDUM FOR MR. CALLAHAN

- MR. MILLER
- MR. JENKINS
- MR. ADAMS
- MR. CAMPBELL
- MR. CLEVELAND
- MR. FRANCK
- MR. GEBHARDT
- MR. JACOBSON
- MR. JAMIESON
- MR. MARSHALL
- MR. THOMPSON
- MR. WALSH
- MR. WANNALL
- MR. WHITE
- MR. MINTZ
- MR. BASSETT

Jaw

RE: EXECUTIVE CONFERENCE
AND CASE BRIEFINGS

To obtain the maximum benefit from our deliberations in Executive Conference, I have reviewed current procedures as well as my own schedule of commitments.

I. Subject of course to further revision upon experience, I prefer we schedule our Executive Conferences as follows:

A. 8:30 a.m. - 9:30 a.m. -- 1st and 3rd Thursdays of the month

Informal (no agenda) breakfast Executive Conferences. It is my intention that we follow our current informal procedures at these Conferences and discuss general policy matters without any formal agenda.

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- Director Sec'y _____

- 1 - Mrs. Metcalf
- 1 - Tele Room
- 1 - Mr. Reed

WLR:nm (21)

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 TIME 4:10
 DATE 3-25-74
 BY JRW

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EX-110

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Memorandum for Messrs. Callahan, Miller, Jenkins,
Adams, Campbell, Cleveland, Franck, Gebhardt,
Jacobson, Jamieson, Marshall, Thompson, Walsh,
Wannall, White, Mintz, Bassett

March 25, 1974

B. 11:00 a.m. - 12:30 p.m. -- 2nd and 4th Thursdays of the month.

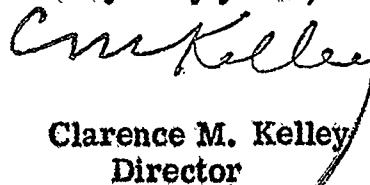
In contrast to the informal breakfast Conferences, I prefer a formal agenda for these Conferences and those who are to discuss agenda matters should prepare their presentations in a manner that will allow us to define the problem and consider the alternatives in minimum time. I encourage such presentations to include written handouts and/or graphic materials, whenever appropriate, to aid us in our assessments. Associate Director Callahan will prepare the agenda for these meetings and will provide you with procedural information regarding submission of matters for the agenda and appropriate assignment for their presentation. Agenda matters may be self-initiated as a result of the breakfast Conference wherein the subject matter requires in-depth review in a more formal setting or initiated at the request of one or more members.

II. Investigative and Intelligence Case Briefings -- 9:30 a.m. - 10:00 a.m.,
Monday, Wednesday, and Friday.

In addition, I am reserving 9:30 a.m. - 10:00 a.m., Monday, Wednesday, and Friday for oral briefings on current investigative and intelligence matters of major significance. Subject to future review based upon experience, I would like to have briefings from the Assistant Directors (or their designees) of the Intelligence, General Investigative, and Special Investigative Divisions. Assistant to the Director Miller will be scheduling these briefings by Assistant Directors Wannall, Gebhardt, and Cleveland. While related matters will be the subject of policy deliberations in the regularly scheduled Executive Conferences, it is my intention that special emphasis is given to the Bureau investigative and intelligence cases and related matters in these briefings. All members of the Executive Conference or their ranking designees are invited to attend to allow maximum communication of case activity to all Divisions. I realize that 30-minutes each briefing may not always be of sufficient duration, however, adjustments can be made as circumstances may dictate.

I intend to implement this schedule on April 1, 1974

Very truly yours,


Clarence M. Kelley
Director

UNITED STATES GOVERNMENT

Memorandum

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TO : MR. CALLAHAN

DATE: 3/22/74

FROM : J. B. ADAMS *JBA*

SUBJECT: TOPICS OF INTEREST DISCUSSED
AT EXECUTIVES CONFERENCE 3/19/74

Reference is made to J. B. Adams to Mr. Callahan memorandum dated 3/19/74, captioned as above.

As you are aware, it was decided at captioned Executives Conference to table the proposal to authorize SACs to remove cases from their first-line supervision. The tabling of this proposal was based upon the desire to explore possible means by which supervisory time could be conserved, thereby permitting the proposal to be implemented with no overall increase in our supervisory positions. It was also decided to explore with the SACs the feasibility of filling some field supervisory positions, as vacancies occur, with FBIHQ supervisors, as a part of the career development program.

Communications have been sent separately requesting the views of the SACs on these two areas.

OPE also deems it desirable to secure the views of FBIHQ officials on the issues raised in this matter during the 3/19/74 Executives Conference (referred to above and in referenced memorandum).

ACTION:

That each Assistant Director and Mr. Mintz provide to OPE, by 4/5/74, their views and recommendations on possible means of streamlining field supervision, in order to facilitate this proposal without an increase in supervisory positions; also as to the feasibility of filling some field supervisory positions with qualified Headquarters supervisors.

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- OBR/csh (19)
- 1 - Mr. Callahan
- 1 - Mr. Jenkins
- 1 - Mr. Miller
- 1 - Mr. Sheets
- 1 - Mr. Revell

- 1 - Each Assistant Director
- 1 - Mr. Mintz

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UNITED STATES GOVERNMENT

Memorandum

TO : Mr. Franck *FFK*

DATE: 3/19/74

FROM : Mr. Heim *LTH*

SUBJECT: ~~ALL-DAY CONFERENCE FOR KEY FBI PERSONNEL, FEBRUARY 5, 1974.~~

Executive Conference

Attached is self-explanatory material setting forth the results of captioned conference including the identity of each Bureau official in attendance.

The attachment is being furnished to each listed attendee.

RECOMMENDATION:

For information.

Enclosure

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14 ENCLOSURE

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- 1 - Mr. Callahan - Enclosure
- 1 - Mr. Jenkins - Enclosure
- 1 - Mr. Miller - Enclosure
- 1 - Each Assistant Director and Mr. Mintz - Enclosure

REC-88

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*Mr. Jenkins
including necessary
information on
per Mr. [unclear]
Mr. [unclear] on 4/2/74
REL*

8-1574

ALL-DAY CONFERENCE FOR KEY FBI PERSONNEL
FEBRUARY 5, 1974

Captioned conference was held in the Washington Hilton Hotel for the purpose of discussing a wide range of Bureau operations. Set forth below is the conference agenda. Also listed is the identity of the Assistant Director reporting the results of each topical discussion together with the page number of this attachment where the results of each discussion are reported.

| <u>TOPIC</u> | <u>REPORT BY ASSISTANT DIRECTOR</u> | <u>PAGE NUMBER</u> |
|--|-------------------------------------|--------------------|
| 1) Relationships with the Department of Justice. | R. R. Franck | 4 |
| 2) De-emphasis on quantity, to permit additional emphasis on quality in investigative operations. | W. V. Cleveland | 9 |
| 3) Alignment of priorities and establishment of goals, with publication of these goals and the attainment thereof. | J. B. Adams | 25 |
| 4) Personnel management, including role and responsibilities of SAC. | E. W. Walsh | 26 |
| 5) Public relations, specifically means of best projecting the Bureau's accomplishments, responsibilities and operations. | R. R. Franck | 28 |
| 6) Local law enforcement and additional means by which the Bureau can be of assistance. | J. D. Jamieson | 30 |
| 7) FBI jurisdiction, including discussion concerning questions which have been raised as to the propriety of continuing security and criminal responsibilities in FBI. | W. R. Wannall | 33 |

| <u>TOPIC</u> | <u>REPORT BY ASSISTANT DIRECTOR</u> | <u>PAGE NUMBER</u> |
|---|---|------------------------|
| 8) Role of FBI in providing service functions to law enforcement. | W. G. Campbell | 35 |
| *9) Career development. | | |
| *10) Participatory management. (See comments under item 1) | | |
| *11) Task Forces. | | |
| *12) Discipline. | | |
| 13) Transfer Policies. | J. B. Adams | 37 |
| *14) Conference procedures. | | |
| *15) Paper work. | | |
| *Item not discussed at length due to time limitations. | | |

The following FBI officials were in attendance at the conference:

Clarence M. Kelley, Director
Nicholas P. Callahan, Associate Director
Thomas J. Jenkins, Assistant to the Director - Deputy Associate Director
Edward S. Miller, Assistant to the Director - Deputy Associate Director
James B. Adams, Assistant Director, Office of Planning and Evaluation
Wason G. Campbell, Assistant Director, Computer Systems Division
William V. Cleveland, Assistant Director, Special Investigative Division
Robert Russ Franck, Assistant Director, External Affairs Division
Robert E. Gebhardt, Assistant Director, General Investigative Division
Odd T. Jacobson, Assistant Director, Inspection Division
Joe David Jamieson, Assistant Director, Training Division

John W. Marshall, Assistant Director, Files and Communications Division

Fletcher D. Thompson, Assistant Director, Identification Division

Eugene W. Walsh, Assistant Director, Administrative Division

W. Raymond Wannall, Assistant Director, Intelligence Division

Briggs J. White, Assistant Director, Laboratory Division

John F. Malone, Assistant Director in Charge, New York

William A. Sullivan, Assistant Director in Charge, Los Angeles

✓ John A. Mintz, Inspector, Office of Legal Counsel

✓ Harold N. Bassett, Inspector, Associate Director's Office

Inspector, External Affairs Division

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Ret. Clark D. Anderson, Special Agent in Charge, San Antonio

✓ Charles W. Bates, Special Agent in Charge, San Francisco

✓ Richard G. Held, Special Agent in Charge, Chicago

✓ John J. McDermott, Special Agent in Charge, Washington Field

Rt Roy K. Moore, Special Agent in Charge, Jackson

Ret. J. Gordon Shanklin, Special Agent in Charge, Dallas

UNITED STATES GOVERNMENT

Memorandum

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- Director Sec'y _____

TO : MR. FRANCK

DATE: 3/18/74

FROM : W. G. CAMPBELL

SUBJECT: CONFERENCE OF KEY FBI PERSONNEL
2/5/74

TOPIC #8, ^EROLL OF FBI IN PROVIDING
SERVICE FUNCTIONS TO LAW ENFORCEMENT

At captioned conference the NCIC/CCH service and the Uniform Crime Reporting (UCR) function of gathering, collating and disseminating criminal statistics were discussed under Topic #1, "Relationships with Department of Justice."

Discussion under captioned topic was opened by Assistant Director Briggs White, Laboratory Division, who commented that in the past there has been inadequate communication between the FBI Laboratory and other criminal laboratories throughout the country. Although the FBI has had good communications with local law enforcement in general there has been a singular inadequacy insofar as Laboratory matters are concerned. To correct this situation a symposium of laboratory directors was hosted at the FBI Academy in Quantico on 12/3-6/73. It was felt that through this symposium there has been established a long needed communication and that symposium has been described as one of the best things done in recent times to foster cooperation in the laboratory field.

At the symposium there was expressed a need for a formal association or organization of laboratory directors and subsequent to the symposium a steering committee, looking toward formation of such an organization, met at St. Louis. It was apparent at that meeting that the state laboratories are requesting leadership. They specifically desire assistance in specialized training and in research. Mr. White commented that steps taken thus far are a good beginning but that the most difficult part remains - that is, delivering the services that are required. He expressed the hope that this venture will help the field because it will be another demonstration of full FBI cooperation in a meaningful area where local needs are so evident.

1 - Mr. Campbell

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Memo W. G. Campbell to Mr. Franck
Re: Conference of Key FBI Personnel
2/5/74

Topic #8, Roll of FBI in Providing
Service Functions to Law Enforcement

With regard to funding it was noted that there could be a problem because neither the fiscal 1974 or 1975 budgets contain provisions for this activity. It was mentioned that a request for a grant is to be made to LEAA in the amount of \$500,000 to \$600,000. It is hoped that the program in the future will involve all criminal laboratories.

The Director was very favorable in his comments concerning the seminar and indicated that he solidly endorses this activity.

Assistant Director Fletcher D. Thompson in outlining the services provided by the Identification Division noted that 1974 is the 50th Anniversary of the Division. He commented that services rendered in this field perhaps make as many friends for the FBI as any other one activity. He expressed a primary concern that the vital services rendered by the Identification Division not be disrupted by legislative activity, Departmental rulings or otherwise since the services is one that is depended on by law enforcement on a day-to-day basis. This viewpoint received general acceptance from those assembled and SAC John J. McDermott commented additionally that should the FBI lose the ability to provide the identification service we will have lost an important bargaining point insofar as ^{the} law enforcement community is concerned.

Insofar as any threat to our continuing to provide the identification services Associate Director Callahan noted that we will need the active support of the law enforcement community to help us retain this service.

ACTION: That these comments be included in the overall papers summarizing the discussion at captioned conference.

THE DIRECTOR

1/30/74

J. B. ADAMS

1 - Mr. Callahan

1 - Mr. Adams

AGENT TRANSFER POLICIES

A detailed study has previously been submitted to the Director concerning the Career Development Program for Non-Supervisory Special Agents, the major portion of which involved consideration of Special Agent transfer policies. Certain recommendations were made by the Office of Planning and Evaluation, and an addendum was placed thereon by the Administrative Division containing certain objections and modifications.

The OPE study was submitted prior to my arrival, and I have now reviewed it in detail, as well as the Administrative Division recommendations, and wish to offer my observations and recommendations.

Current policy calls for rotation of an Agent from first to second office after approximately one year of service in the field, and this is the primary means of balancing the Agent staff among field offices. This rotation policy, therefore, is the first priority in filling field manpower needs and minimizes the number of Office of Preference (OP) transfers that can be made. It is recommended that the current rotation policy be discontinued and that we reverse our priorities in filling Agent manpower needs by transferring primarily from the OP lists, and New Agents training school.

I feel we should eliminate the rotation policy for the following reasons: First, so long as an Agent is in his first office of assignment, with a known rotation requirement, there will be a tendency to refrain from working him into substantive programs requiring extensive familiarization or training, such as the Top Thief Program, Organized Crime, et cetera, knowing that the investment will be lost to the first office. Second, if an SAC knows the Agent he receives out of training school is his for an indefinite period, he will be more concerned about the on-the-job training afforded him and also will be more critical of his performance,

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JEA:CSH (3)

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Memo. from
J. B. Adams to the Director
Re: Agent Transfer Policies

and will more objectively evaluate whether action should be taken to separate a mediocre or unsatisfactory Agent during his first year in the field if he knows he will have that Agent assigned indefinitely. As it is now, he knows the mediocre first office Agent will soon be someone else's problem. Finally, by eliminating the first office rotation requirement we are taking a step which will visibly demonstrate that the Bureau is trying to increase the number of OP transfers.

To best accomplish the aims of this shift in priorities, the flow of Agent assignment from Training School should be shifted from the current practice of assigning most Agents to smaller offices to a procedure involving assignment of such Agents primarily to larger offices on a regional basis according to the Agent's OP. This would mean initial assignment of the Agent to an office within approximately 500 miles of the Agent's single OP, where possible. The Agent would remain in this assignment until qualifying by seniority for an OP transfer. In this way Agents would, for the most part, be within "striking distance" of their OPs during the years necessary to qualify for an OP transfer, and a number of problems attendant to assignment far removed from the area of preference would be eliminated.

As an adjunct to this procedure, it is recommended that a maximum five-year tour of duty in our New York Office (NYO) be set for Agents having OPs other than the NYO. At the expiration of the five-year tour, the Agent could opt for transfer to another office within the "region" of his OP if he did not qualify for an OP transfer at that time (most would not), or could remain in New York until he qualified for transfer directly to his OP.

As indicated above, this procedure would involve assignment of most Agents from Training School to larger offices, where our manpower needs are greatest, and enable the movement of senior Agents to offices of preference to fill vacancies, most of which are now being filled by

(continued - over)

Memo. from
J. B. Adams to the Director
Re: Agent Transfer Policies

rotation. For proper functioning it will also involve the designation of just one office as an Agent's OP, rather than listing 1st, 2nd and 3rd choices as is current practice. The aim here is eventually to get the Agent to that one office he prefers, and the regional assignment will for the most part make the listing of 2nd and 3rd choices less significant since he will already be in the general vicinity of his single OP. Once an Agent receives an OP transfer it should also be understood that he would not ordinarily be considered for a transfer to a newly designated OP for a period of five years.

The Administrative Division agrees that these procedures can be implemented with the understanding that these are a set of priorities to be adhered to, but not a system so rigid as to preclude temporary deviation therefrom where circumstances so dictate. An example of this could occur in the event that budgetary or other considerations sharply reduce or eliminate New Agent classes over a substantial period. In such a situation there would be an insufficient number of new Agents to be assigned from Training School to larger offices. In this event these needs should then be filled from those Agents in initial offices of assignment (those Agents in place as a result of discontinuance of the rotation policy). In this way the senior Agent more deserving of consideration would still remain in a priority standing for OP transfer and temporary large office needs which could not be filled direct from Training School would be handled by transfer of the newer men in the field. Such transfers should, of course, also be made on a regional basis, thereby bringing the Agent nearer to his OP where possible.

While the OPE study did not reveal any measurable adverse effects of our transfer policies in areas such as turn-over or ability to recruit, the adjustments in transfer procedures recommended are primarily for the benefit of the organization and the individual Agent in terms of increased productivity and efficiency, if greater job satisfaction is achieved through an increase in the number of Agents assigned to locales of their choice.

I feel that in explaining the change in policy it should be made clear that Agents must be completely available for transfer, that the needs of the service must prevail and, while we are determined to do what we can to improve the transfer situation, no procedure so rigid as to preclude flexibility in unusual circumstances can be established. Also, since we will

(continued - over)

Memo. from
J. B. Adams to the Director
Re: Agent Transfer Policies

from time to time have to transfer Agents in their first office of assignment to fill needs which can't be met under the proposed policy, we should advise Agents, while in Training School, of the approximate length of service of the senior first office Agents in the field, in order that they will have some reasonable idea of the degree of permanency of their first office assignment. Ultimately it would be highly desirable to be able to assure an Agent coming out of Training School that he would be in his first office assignment at least three years so that he and his family could plan accordingly.

ACTION -

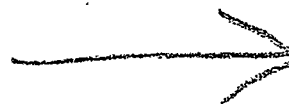
It is my recommendation that the changes outlined above be adopted. These changes are essentially consistent with those recommended in the detailed OPE study previously submitted.

I AGREE SUBSTANTIALLY WITH THESE

- 1) DISCUSS AT 2/6 (5?) MEETING -
- 2) THEREAFTER GET BUSY ON IMPLEMENTATION PROGRAM -

K/y

See Addendum - next page



Current Dis. Assignment

Memo. from
J. B. Adams to the Director
Re: Agent Transfer Policies

Addendum to memo of 1/30/74
(JBA:csh)
1 - Mr. Callahan
1 - Mr. Adams

ADDENDUM by J. B. ADAMS, 2/6/74:

The foregoing memorandum and recommendations were discussed at the Executives Conference on 2/5/74, attended by Headquarters and Field representatives. Present were the Director, Associate Director Callahan, Assistant Directors Adams, Campbell, Cleveland, Franck, Gebhardt, Jacobson, Jamieson, Marshall, Thompson, Walsh, Wannall, and White, and Messrs. Bassett, Quinn and William Reed, from Headquarters; and the following field representatives: Assistant Directors Malone and Sullivan, and SACs Anderson, Bates, Held, McDermott, Roy Moore, and Shanklin.

Following discussion, it was unanimously recommended that the procedures set forth in the foregoing be placed in effect, with re-evaluation at the end of one year's experience to determine whether the five-year limitation on New York assignment should be extended to certain other large offices, as well as to consider any other needed modifications which might develop.

Recommendation -- It is recommended that the proposed procedures, as set forth in my memorandum of 1/30/74, be approved and, on approval, that implementing instructions be promptly prepared by the Administrative Division, in conjunction with the Office of Planning and Evaluation.

J. B. ADAMS

UNITED STATES GOVERNMENT

Memorandum

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- Director Sec'y _____

TO : MR. JENKINS

DATE: 2/8/74

FROM : R.R. FRANCK *RFK*

SUBJECT: ALL DAY CONFERENCE FOR KEY FBI PERSONNEL
FEBRUARY 5, 1974 (RELATIONS WITH DEPARTMENT OF JUSTICE)

RFK

The first item on the agenda for this conference was "Relations with the Department of Justice." The subject matter included a discussion of the question as to whether or not the FBI could operate more effectively in its service to the American people as an independent agency. At the outset, the Director noted that during the era of Mr. Hoover, the late Director insulated the FBI from problems with the Department of Justice, Congress, and other Government agencies through the force of his personality and the outstanding reputation achieved in 48 years that he served as Director of the FBI. Mr. Kelley indicated that he is convinced that were Mr. Hoover alive today and still serving as Director of the Bureau, he would be having the same problems that we are having at the present time and would not be the dominant factor he was in years past. Mr. Kelley said that there is no question in his mind that the Bureau was weakened to a certain extent following Mr. Hoover's death. The Director noted that honest and well-intended people have contributed to the problem. As an example in this regard, he cited former Attorney General Eliot Richardson, whom he felt was swayed by concepts that, where the Bureau is concerned, were incompatible with good law enforcement and good investigative procedures.

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The Director said he was amazed to learn of the lack of security in the Attorney General's front office and cited the fact that the list of wiretaps by the Bureau from 1962 to 1966 were located in insecure file cabinets in the outer office of the Attorney General. Mr. Kelley said he wishes to have opinions expressed by those present regarding the posture the FBI should adopt on a variety of issues. For example, the Director indicated he wished discussion on the subject of our problems with LEAA. The Director said that he is convinced that we should be aggressive in our approach to these problems, that we have no reason to be timid and that as the Director of the FBI he is in a position to be forthright and should be the instrument to project the Bureau's thoughts with respect to the problems confronting us in this area.

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FRANCK TO JENKINS MEMO

RE: ALL DAY CONFERENCE FOR KEY FBI PERSONNEL

The Director noted that he is firmly convinced that the FBI is being operated properly and up to the highest standards and he assured that no effort is going to be spared on his part to make the Bureau even a better organization than it is at the present time.

The Director expressed his thoughts on participatory management, noting that under no circumstances is he extending this concept to the point where rank and file agents are running the organization.

On the subject of the news media, the Director indicated he is aware of criticism of some members of the media who have alleged that with respect to our new open press policy we are frequently "no commenting" in another way. The Director indicated that he recognized that there will always be some who, no matter how open and candid we are with them, will continue to seek to dig out information that we just cannot make available to them. He said he felt that if some feel that our more open press policy is more an illusion than fact we are just going to have to live with this criticism.

With specific reference to our relationships with the Department of Justice, Mr. Callahan noted that during the Hoover era the Bureau operated with a great deal of autonomy from the Department and that this has generated some deep resentments and that there are some officials in the Department of Justice who now have the attitude that they are going to whip the FBI into line. Mr. Callahan noted that while the basic Code of Federal Regulations reflects the FBI as part of the Department of Justice, with respect to budget matters, we have dealt with the Office of Management and Budget directly over the years rather than through the Office of the Assistant Attorney General for Administration and that we have always furnished the Department the Bureau's figures for the preparation of the Department's budget.

It was noted that Departmental Order 543-73, which was issued by then Attorney General Richardson, initially appeared to strip us of our functions. In this regard, the Department went so far as to try to strip the Director of his authority to assign the Bureau's 149 supergrades. It was noted that following thorough review of this Departmental Order, it was concluded that the restrictions we thought inherent in this Order were not as great as originally feared, however, there are one or two points in this Order for which we might have to seek clarification and eventually request revision

FRANCK TO JENKINS MEMO

RE: ALL DAY CONFERENCE FOR KEY FBI PERSONNEL

from the Department. It was pointed out that officials of the Department are trying to make the FBI conform as another division of the Department and are seeking a tighter reign over our organization.

A discussion was had concerning the preparation of proposed legislation on the subject of invasion of privacy and the intolerably short deadline afforded us by the Department for our response to the second draft of this proposed legislation was cited. It was noted that the Administrative Division of the Department and the Office of Legal Counsel have been the prime movers in the effort to tighten the reigns on the FBI and that the Office of Legal Counsel is felt to be the instrument of the Administrative Division in this regard. It was observed that there are management types in the Department who think that the head of the agency should run every inch of the agency, and concepts such as these have generated problems for us.

It was pointed out that the individuals whom Attorney General Saxbe appears to be appointing to his staff are more practitioners of the law than the theoreticians who have characterized the Department more recently.

Assistant Director Campbell indicated that at some point we should determine from the Attorney General who is going to be the spokesman for the Department. In this regard, he noted the ambiguous statement by Martin Danziger in last Sunday's Star in which this individual literally rammed the Department of Justice proposed invasion of privacy legislation right down our throats.

Assistant Director Thompson raised for discussion the advisability of the FBI becoming a separate agency. Assistant Director Adams noted that in his estimation this should be a last resort since it is a "win/lose proposition" and losing could be devastating to the Bureau in terms of our association with the Department.

Citing some of the problems the field has had with the Department, SAC Roy Moore pointed out that while he was at Wounded Knee he was confronted with inexperienced Departmental attorneys telling the FBI what we could and could not do including that we couldn't fire our weapons. Assistant Director Gebhardt noted that the Attorney General was relaying orders to then Acting Director Gray from the White House regarding this problem and that he (Gebhardt)

FRANCK TO JENKINS MEMO

RE: ALL DAY CONFERENCE FOR KEY FBI PERSONNEL

took it upon himself to countermand such orders as being unreasonable. Mr. Gebhardt observed that he feels that the FBI can achieve a semblance of independence not to equal that which we had under Mr. Hoover but certainly more than we had under Mr. Gray. In connection with controversial issues where the Bureau is brought into play, he said we must be constantly alert for political overtones in requests we receive for investigation or instructions regarding same and we must always be firm in resisting developments of this sort.

Assistant Director Adams highlighted the increasing problem of United States Attorneys who try to act as coordinators of all Federal investigative activities in their district. He cited the problems that he had in this regard while agent in charge of the San Antonio Office. At this point, Assistant Director Cleveland mentioned an incident involving a bribery investigation of a Departmental attorney wherein two Departmental representatives issued instructions to an SAC directly without clearing through FBI Headquarters.

Assistant Director Sullivan, Los Angeles, noted the tendency of strike forces not to prosecute good cases if they don't have a La Cosa Nostra angle or one of police corruption and that this policy creates problems in obtaining authorization from U.S. Attorneys who take exception to taking "chaf" from strike forces. It was also pointed out that a determination should be made regarding policy with respect to ITSMV matters as to whether we are just going to investigate ring cases or all ITSMV cases. The same point was made with respect to TFIS cases where it is felt a minimum value should be decided upon to justify FBI investigation. Finally, on this subject, it was indicated that a uniformity of policy should be sought where United States Attorneys are concerned insofar as authorization for prosecution is concerned.

Finally, SAC Moore observed that from his experience as an agent in charge in the south, he is convinced leaders in the south feel that the FBI should be an independent agency. Assistant Director Campbell indicated that he felt that autonomy is a long-range proposition and that we can't wait for autonomy as we have urgent and pressing problems at the present time. In this regard, Mr. Campbell noted that there is an Automatic Data Processing (ADP)

FRANCK TO JENKINS MEMO

RE: ALL DAY CONFERENCE FOR KEY FBI PERSONNEL

Section in the Department and there are indications that this Section is seeking to control all data processing operations in the Department to include those of the FBI. Mr. Campbell mentioned the catalog that was developed by the Department for controlling the cost of ADP operations and that we are having problems because of the need for Departmental approval for the purchase of hardware and the Department is very slow in affording such approval. Mr. Campbell noted that we have a real problem with regard to the subject of "message switching" and that LEAA does not approve of Bureau involvement in message switching. Mr. Campbell explained the issues involved here and observed that the whole problem in this area hinges on what the Attorney General's position is going to be with respect to LEAA. Mr. Callahan noted that LEAA, by adopting the position it has adopted, is seeking to deprive law enforcement of a service the FBI is capable of providing now. Mr. Campbell noted that there is no question in his mind that one of the first orders of business with respect to the ADP Section is a takeover of our Uniform Crime Reporting (UCR) operation since they have 250 personnel written into their proposed table of operation. It was observed that LEAA Administrator Santarelli's victimization survey is all part of a campaign setting the stage for a takeover of the UCR program. It was noted by Mr. Campbell that LEAA has only 2 1/2 years left on its charter and that despite statements to the contrary, it is felt they are interested in becoming operational.

RECOMMENDATION:

For information.

gto

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UNITED STATES GOVERNMENT

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- Director Sec'y _____

TO : MR. FRANCK

DATE: 2/8/74

FROM : J. B. ADAMS *JBA*

1 - Mr. Franck
1 - Mr. Adams

SUBJECT: GOALS AND PRIORITIES
Discussion at Executives Conference, 2/5/74

JBA
5

At the Executives Conference held on 2/5/74 there was a discussion concerning the necessity for each division to be alert to the establishment of goals and priorities as a continuing responsibility. There is greater and greater emphasis being placed on the establishment of goals and priorities throughout Government, and the FBI is being called upon much more frequently to articulate these to the Department, as well as the Office of Management and Budget.

During the discussion there was considerable comment as to the difficulty in setting measurable goals, yet it was pointed out that this is not a temporary phase and that this concept is here to stay. No specific areas were identified where it might be possible to establish measurable goals.

ACTION -
For information.

JBA:CSH (3)

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TO : MR. JENKINS

DATE: 2/8/74

FROM : R.R. FRANCK *RRF*

SUBJECT: ALL DAY CONFERENCE FOR KEY FBI PERSONNEL
FEBRUARY 5, 1974 ~~(PUBLIC RELATIONS)~~

The 5th item for discussion on the agenda was public relations with specific reference to means of best projecting the Bureau's accomplishments, responsibilities and operations.

RRF
51

At the outset, I pointed out selling the FBI should be one of the easiest public relations jobs in the world because of the product produced by the FBI, in terms of our accomplishments. I indicated that no matter what else we may do to seek the approval and support of the public, our achievements are our best advertisement.

The Director's open stance policy now provides us with an opportunity to achieve closer relationships with the media which should result in more and better exposure for the FBI.

I noted that in my opinion, we should resist expressing concern publicly regarding our image as our preoccupation with the subject could sow the seed of doubt in the minds of some of the public.

I suggested a number of programs in the interest of establishing rapport with the public and acquainting them with our jurisdiction and responsibilities. In this regard, I indicated that we should seek exposure before high school groups and also accept invitations wherever possible to appear on college campuses, it being noted that there has been an aura of distrust of the FBI generated on college campuses by members of the academic community and that we should strive to overcome this distrust. I indicated that we should strive to establish meaningful contacts with professors who are doing research in areas of interest to the Bureau, that we should encourage increased cooperation with free lance writers whose field is the Government and who, because of this, have a natural interest in the work of the FBI.

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FRANCK TO JENKINS MEMO

RE: ALL DAY CONFERENCE FOR KEY FBI PERSONNEL

In short, I noted that the Bureau's public relations effort should be a positive one, should try to tell the public as much as we can about what we do, admit mistakes when they occur and dispel whatever image the Bureau may have in some minds that we are an aloof, mysterious Government agency. Finally, I noted that we should intensify our liaison with Congress and I indicated that I intend to take a strong personal hand in this project.

RECOMMENDATION:

For information.

CFB

UNITED STATES GOVERNMENT

Memorandum

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TO : Mr. Jenkins

DATE: February 7, 1974

FROM : *JDJ* J. D. Jamieson

SUBJECT: ALL-DAY CONFERENCE FOR KEY
FBI PERSONNEL SCHEDULED FOR
FEBRUARY 5, 1974

Re memo N. P. Callahan to the Director dated 1/29/73,
captioned as above.

Results of discussion of Item ~~6~~ Local Law Enforcement
and Additional Means by which the Bureau can be of Assistance, attached
hereto.

RECOMMENDATION:

For information.

JDJ *mbc*

1- ENCLOSURE

Enclosure
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6. LOCAL LAW ENFORCEMENT AND ADDITIONAL MEANS BY WHICH THE BUREAU CAN BE OF ASSISTANCE

Two areas were discussed:

1. The question was presented as to the need for Bureau approval prior to complying with request of police for assistance in administrative matters. Reasoning given for this suggested change in policy included feeling that too much time was lost in waiting for Bureau approval and fact that an SAC must get Bureau approval to assist adversely affects image of FBI.

Assistant Director Gebhardt stated following objections to policy change:

- a. Bureau has statutory limitation on its investigative authority and allowing all 59 SACs to make their own judgments as to what investigation we can conduct for local law enforcement might well result in a problem in this area.
- b. Without some control on what type of investigations we conduct for local police our Agents could become involved in the chain of evidence resulting in their being subpoenaed in local courts too frequently.

The following alternatives to current policy were suggested:

- a. That all such requests be sent in on a UACB basis.
- b. That Bureau authority need be obtained only in those instances where it appears Agent would become involved in chain of evidence requiring his testimony.

CONCLUSION:

General Investigative Division will research current policy and present recommendations relative to any change which could result in more autonomy by field offices.

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2. An additional means of assisting the police was suggested by Assistant Director Wannall. He stated that the Bureau is alert to necessity of assisting police in areas of extremism and violence and that we are currently providing information through our Police Bulletin and also assisting through our Fugitive Alert Program.

Wannall further advised that Bureau can help maintain its pre-eminent position with law enforcement in area of terrorism and extremism by bringing together proper local and state police officials and giving them background and appropriate information on related topics, such as police killings. In this connection, Wannall advised that such a symposium is being planned to be held within the next month or two.

In addition, plans are underway to provide teletype information to field offices relative to terrorist and extremist activities which in selected and appropriate instances will be disseminated to proper police officials.

UNITED STATES GOVERNMENT

Memorandum

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TO : Mr. E. S. Miller

DATE: February 7, 1974

FROM : W. R. Wannall *WRW*

SUBJECT: ALL-DAY CONFERENCE FOR
 KEY FBI PERSONNEL
 FEBRUARY 5, 1974

The 7th item on the agenda for captioned conference was "FBI Jurisdiction, including Discussion Concerning Questions which Have Been Raised as to the Propriety of Continuing Security and Criminal Responsibilities in the FBI." Due to time limitations, the Director stated that the matter of FBI jurisdiction as such would not be discussed but that he desired a general discussion relating to advisability of having criminal responsibilities handled by one organization and security responsibilities by an entirely separate organization with separate leadership.

Assistant Director Cleveland pointed out that this would be a most undesirable setup. He noted the fact even when these two areas are handled within the FBI we find that there are overlapping interests. All the time we have to discuss various cases and matters as they arise and agree whether they will be handled under the Bureau's criminal responsibilities or under the Bureau's security and intelligence responsibilities. He further noted that when a big case breaks in the field we draw upon each other's manpower. Separate organizations would require duplication of all supportive facilities such as the Laboratory, Administrative Division, External Affairs Division, etc. He also noted the possibility that a separate intelligence agency such as CIA might very well have a tendency of going overboard in some of its inquiries especially when they are not founded on specific statutory authority.

The question was posed by SAC Roy Moore as to whether it was felt that CIA might be in a position to do a better job in the security and intelligence field. Responding to this, Wannall pointed out that when CIA lecturers have appeared in the recent past before our Counterintelligence Schools they have been much impressed with the caliber of our Agent personnel, the intelligent questions they have posed and their excellent grasp of the problems involved in intelligence work. It was pointed out that it is our feeling here at Headquarters that our Agents have the professionalism, the experience and the know-how to do a better job in the domestic field than does CIA.

- WRW:lmk (16)
- 1 - Mr. Callahan
 - 1 - Mr. E.S. Miller
 - 1 - Mr. T.J. Jenkins
 - 1 - each Assistant Director

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Memorandum to Mr. E. S. Miller
Re: ALL-DAY CONFERENCE FOR
KEY FBI PERSONNEL
FEBRUARY 5, 1974

Deputy Associate Director Miller noted that all of the talk he has ever heard regarding separating the Bureau into two separate agencies originates from people outside the FBI and that no-one inside believes in this. He pointed out some of the problems we are faced with in handling counterintelligence but that we can't abdicate our jurisdiction in this field despite indications of some efforts on the part of other agencies to remove the Bureau from this area of its operations.

Mr. Miller noted that ten years ago in covering known and suspected intelligence officers from communist-bloc countries we had a ratio of one FBI Agent for each one known or suspected intelligence officer. The ratio now is ~~now~~ one FBI Agent to four or five communist-bloc intelligence officers. We have a need to get manpower into our counterintelligence operations as we are noticeably short. We need to determine where the manpower has been lost to other types of work and to get it back. It is his feeling that we have enough Agents, but that we just need to locate and train them on a career basis.

Mr. Miller also said that perhaps some conferences and visitations to larger offices are in order for the purpose of exploring this problem. He indicated that in order to get the emphasis needed in the counterintelligence area of the Bureau's operations, it may be necessary to be somewhat arbitrary in the assignment of manpower.

With respect to the volume of work in the entire domestic security and intelligence field, Mr. Miller noted that while in the past year we have gone down 12,000 cases in domestic matters the caseload in the counterintelligence area has increased 9,000 cases. Most of the counterintelligence work is, of course, in our larger offices.

No one at the conference spoke up in support of the idea of separating the two main areas of FBI work, criminal and security, into separate organizations.

ACTION:

For information to report results of discussion regarding item #7 at the captioned conference.

UNITED STATES GOVERNMENT

Memorandum

- Assoc. Dir. _____
- Dep. AD Adm. _____
- Dep. AD Inv. _____
- Asst. Dir.:
- Admin. _____
- Comp. Syst. _____
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- Spec. Inv. _____
- Training _____
- Legal Coun. _____
- Telephone Rm. _____
- Director Sec'y _____

TO : MR. JENKINS

DATE: February 7, 1974

FROM : E. W. WALSH

SUBJECT: PERSONNEL MANAGEMENT INCLUDING
ROLE AND RESPONSIBILITIES OF SAC

The above topic was discussed at the 2-5-74 conference. At the outset Assistant Director Adams stated that a detailed survey was underway in Office of Planning and Evaluation (OPE) and in that connection a detailed questionnaire had gone forward to measure the perceptions and attitudes of field and headquarters personnel in leadership positions. Mr. Adams stated that most SACs feel that they should be relieved of responsibility for supervising a block of cases. Some say that this will require the assignment of an additional investigator to their office, others say no additional investigators will be required. The feeling of the SACs is that relieving them of routine case supervision would not diminish their responsibility to supervise major cases which they agreed is a primary responsibility since the SAC would want to supervise programs which he felt were important at the time and, of course, personally supervise major cases as they arise. All SACs present agreed with the above conception. Only one objection was voiced by anyone present at the conference. This objection was expressed by Assistant Director Campbell who prefaced his comment by stating that although he had never been an SAC he had been an ASAC and he felt industry among SACs varied greatly. He felt that you can't supervise cases superficially, that the SAC can't duck in and out of the supervisory effort and still be effective and, further, he thought that we are getting top heavy in some areas of supervision.

ENCLOSURE

SAC Moore commented that supervision is a basic operation; it is necessary to fix responsibility for it, but he wants to be selective at what he supervises. The other SACs appeared to share this view. Assistant Director Jacobson commented that if an SAC does not have first-line supervision it is his feeling that it should be a matter of record as to what he is concentrating on.

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Brief discussion was had on the subject of a feeling on the part of SACs that they did not have sufficient autonomy and that too much direction was coming from the Bureau. SACs were asked to specify areas in which they felt they needed greater autonomy and the only items that were specified were the requirements of securing Bureau authority for putting a man in a resident agency territory; secondly, the need for securing authority from the Bureau to handle a police cooperation matter; and third the need for Bureau authority to realign the supervisory structure within the office. SACs present agreed that rarely had the Bureau turned them down on such

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DATE 2/26/02 BY 955/ELG

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1 - Mr. Adams
1 - Mr. Heim

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Memorandum for Mr. Jenkins
RE: PERSONNEL MANAGEMENT INCLUDING
ROLE AND RESPONSIBILITIES OF SAC

matters. Assistant to the Director Jenkins stated he thought the problem was really one of lack of communication. All agreed that if headquarters disapproves a proposal from the field, the reply should specifically give the reasons for turning down the proposal. The same thing applies for suggestions. If the field is turned down on a suggestion they should be advised in detail why the suggestion was turned down. It was agreed that every effort should be made to follow this idea of improving communication to and from the field which should clear up some of our problems.

RECOMMENDATION:

None. The foregoing is submitted for information and record purposes as to the discussion on this topic at the conference. It is suggested that any decision arising from this discussion be deferred until results of OPE survey have been made available.

Jew

UNITED STATES GOVERNMENT

Memorandum

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- Spec. Inv. _____
- Training _____
- Legal Coun. _____
- Telephone Rm. _____
- Director Sec'y _____

TO : MR. E. S. MILLER

DATE: 2/7/74

FROM : W. V. CLEVELAND

SUBJECT: ~~DE-EMPHASIS ON QUANTITY TO PERMIT
ADDITIONAL EMPHASIS ON QUALITY IN
INVESTIGATIVE OPERATIONS~~

At the conference held at the Washington Hilton Hotel on 2/5/74, there was a full discussion regarding captioned matter.

The writer opened the discussion by pointing out that emphasis on quality investigations is not a new topic in the FBI. He cited as an example the fact that in 1952 the Bureau handled more than 110,000 applicant investigations, the bulk of which were necessary because of the provisions of the Atomic Energy Act. He stated we were finally successful in getting Public Law 298 passed which gave to the Civil Service Commission the bulk of these investigations and over the years the number of applicant cases handled decreased to about 10,000 per year. It was pointed out that it is expected this figure will drop to 7,000 this fiscal year because the Department is now having non-professional applicants investigated by the Civil Service Commission. Another example cited was the quality approach to organized crime cases commencing in June, 1972, at which time the Bureau had over 16,000 organized crime cases. The total number of organized crime cases is now about 13,000 but despite the drop in the organized crime case load, convictions have more than doubled.

It was pointed out that despite the above examples, the quality approach could never be effective until another method is devised upon which to base our budgetary requirements and that frankly the writer had no answer to this argument. It was pointed out that in prior discussions concerning the quality vs. quantity problem, there were those who felt that accepting a number of "garbage-type" cases was necessary to provide our new Agents proper training.

Bob Gebhardt was opposed to concentrating on quality and felt that all violations within the FBI's jurisdiction should be investigated. He stated that to do otherwise would amount to selective law enforcement. It was his feeling that by handling some of the quantity-type investigations, they would lead in some instances to quality cases.

WVC:LS
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Enclosure

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Memorandum to Mr. Miller
Re: De-emphasis on Quantity to Permit
Additional Emphasis on Quality in
Investigative Operations

It was therefore his feeling that we must do both and that where we have jurisdiction over a particular law it must be investigated.

Charlie Bates pointed out that he felt the Bureau's ceasing to investigate automobile theft cases (other than ring cases) was a mistake inasmuch as in so doing the Bureau is losing contact with the police departments.

Bill Sullivan cited a declining case load in the field as reason for investigating both quality and quantity type cases.

Odd Jacobson stated he felt the Bureau should get away from the so-called major case concept and that cases should be opened on all violations.

Ray Wannall cited figures to back up the fact that the Intelligence Division has reduced the number of cases they are handling of lesser importance so that they can concentrate on espionage, counterintelligence and other important programs.

Ed Miller was opposed to the numbers-oriented type approach and felt that a study should be made of all areas of Bureau work with SACs and supervisors in the field in order to change from a numbers-oriented type approach to an accomplishment-oriented type approach. It was his feeling that neither quality nor quantity should be the criterion but that emphasis should be placed on accomplishments and achievement. He felt that motivation is most important.

John Malone felt that a numbers-type operation should not dictate but that SACs should be allowed to control what investigations should receive emphasis. He felt we need both quality and quantity.

Nick Callahan stated that it was most important that we strive to get a good base for funds needed to operate the Bureau. He noted that we cannot work a crystal ball operation but instead must go with what we have. He explained that OMB wants to put the FBI on a

Memorandum to Mr. Miller
Re: De-emphasis on Quantity to Permit
Additional Emphasis on Quality in
Investigative Operations

cost-per-investigation basis and project work loads from this. He emphasized that there is no way to do this in our type of operation. He stated that the manpower studies previously made may be the answer but until it is perfected we will have to go to OMB with the strongest case we have to obtain funds. He emphasized that until someone comes up with a better idea of how to get funds, we must go with what we have.

ACTION

For information. Attached as a matter of interest is an informal report prepared concerning a similar discussion in October of 1972 among members of the Executives Conference in Mr. Felt's office.

WVC

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October 3, 1972

10/3/72

Buck -

Attached is an interesting, comprehensive and thoughtful treatise. One item occurs to me, not alluded to in the attached, and argues mildly in favor of retaining "garbage cases." That is, that these cases afford new Agents a chance to cut their teeth on investigative matters, help learn their trade therefrom without any real accompanying risk of substantive damage if they foul up. In other words, from a training standpoint there is some argument for retaining at least a certain percentage of the "garbage cases."

W. B. Griffith
W. B. Griffith

- ___ Director
- ___ Mr. Felt, 5744
- ___ Mr. Baker, 5734
- ___ Mr. Bates, 5706
- ___ Mr. Bishop, 5634
- ___ Mr. Callahan, 5525
- ___ Mr. Cleveland, 1742
- ___ Mr. Conrad, 7621
- ___ Mr. Dalbey, 5642
- ___ Mr. Jenkins, 5234
- ___ Mr. Marshall, 7746
- ___ Mr. Miller, 1026 9&D
- ___ Mr. Ponder, 5256
- ___ Mr. Soyars, 3114 IB
- ✓ Mr. Walters, 4130 IB
- ___ Mr. Kinley, 5633
- ___ Mrs. Neenan, 5633
- ___ Mrs. Metcalf, 5633
- ___ Telephone Room
- ___ Mr. Donahoe, 5734
- ___ Mr. Malmfeldt, 4718
- ___ Mr. Jones, 4264
- ___ Reading Rm., 5533
- ___ Mail Room, 5531
- ___ Teletype
- ___ Personnel Records
- ___ Mechanical Section
- ___ For appropriate action
- ___ For your approval
- ___ Initial and return
- ___ Please call me
- ___ For information

___ M ___
Room _____

FOR DISCUSSION AT MR. FELT'S
CONFERENCE ON THURSDAY.

Bates
M. J. ...
Conrad
Walters

W. M. Felt
Room 5744, Extension 3351

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*Manpower
W.S. Fisher*

CONCENTRATION OF INVESTIGATIVE EFFORTS
INTO PRODUCTIVE AREAS

The case load of investigative matters tends to increase year after year. At the same time, our investigative responsibilities tend to become more complex and the number of Agents available to handle investigative assignments remains the same.

We have used the case load per Agent criteria as the single most important factor in determining manpower requirements in field offices. As a result, we have given tacit encouragement to our SACs to open as many cases as possible because it is through a high case load that hopefully he will receive additional Agents or at least not lose any Agents.

Another aspect of this concerns the field supervisor who is aware of the general rule of 450 cases per desk. While it is true that we have desks in field offices operating with considerably less than 450 investigative matters, it nevertheless is true that this is the figure used to compute the overall number of desks which an office can have.

At Headquarters we have engaged in the same "numbers game" that has prevailed in the field. The investigative divisions have not been reluctant to embark on new programs

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which require the field to open additional cases. Not too much thought is given to the question of where the manpower will come from. In fact, in times past if the case load in a particular category dropped, Headquarters would send a strong letter to the SAC pointing out that the drop in case load indicated insufficient attention was being given to that particular classification.

When all of the above facts are brought together, it means that we have in our field offices today a lot of cases that never should have been opened and detract from our efforts to accomplish our mission in both the criminal and security areas. A high case load is, in fact, counter-productive, for it is only in concentrating on important areas that we can attain the desired results.

We have a shortage of Agents in certain areas in the field today. SACs are aware of this. Their best defense against losing Agents is to maintain or even increase the case load. When this occurs, we are diluting our investigative ability and the quality of our work will necessarily suffer.

One of the first questions to be resolved is, Is the lowering of the case load in the best interests of the FBI? More specifically, the question is, Will a lowering of the case load adversely affect our budget requests? The answer to this question must be forthcoming before any further action is taken. It would appear that we can justify a

substantially lower case load before the Bureau of the Budget if it is explained that we have eliminated unnecessary cases and are concentrating on complex and important investigative matters. It can be pointed out that a lowering of the case load does not mean a lowering of our work commitments. Nor does a lowering of the case load mean that we are shirking our responsibilities. It simply means that the cases which through experience have proven to be of little or no value have been closed with the result that our Agents can now devote all of their time and attention to the important matters that are within the responsibility of the FBI. We could also point out that we have changed the criteria for opening a case (this is discussed in more detail on a subsequent page). If we do this, then, of course, we could explain why our case load now is less than it was last year. Perhaps we could tell the Budget Bureau we are handling things from control files in an effort to reduce the Agent and clerical time in opening files. In any event, if we are going to do this at all, we should do it the first time Mr. Gray appears before Congress. Once he makes his initial appearance with the high case load figure, then it is going to become more and more difficult for him to show a lower case load during a subsequent appearance. I would think he could now state to the Budget Bureau and to the Appropriations Committee that he has revised certain administrative procedures, and this

Types of individuals

of time

means that our case load calculation is now computed differently. In summary, I do not think this is an insurmountable problem. It simply requires more thought than we had given to it in the past.

If we can get a positive response to the above, namely, that we can show a significant decrease in the case load without adversely affecting our budget, then we should proceed to the next question which is how are we going to weed out the worthless cases.

We need the cooperation of all of the investigative divisions. They, as well as the SACs, need to understand that a decrease in the case load will not necessarily be followed by a decrease in personnel. We need to solicit the views of the investigative divisions as to what categories of cases can be curtailed without danger of us not fulfilling our responsibilities.

Some specific examples of cases that could be considered are set forth below:

1. The ghetto informant program which entails approximately 7,500 cases was initiated in 1967 to serve as a listening post in the ghetto areas. The specific purpose of this program was to develop informants who would advise us in advance of civil unrest. However well-intentioned the program may have been, it has, in fact, been distorted by the field to where it is nothing more than a case load builder. We know that some offices require every Agent in the office to

Eliminate program

have a certain number of ghetto informants. If you challenge an SAC who has instituted this program, he will probably tell you that this requirement merely assures that his office is participating wholeheartedly in the ghetto informant program. A more honest answer, however, would be that it is a hell of a fine way to build up the case load and perhaps to justify another supervisory desk.

2. We open ITSP cases whenever there is a robbery, burglary, embezzlement, fraud, etc., in excess of \$5,000. The reason we do this is to ascertain whether or not the proceeds of the crime were taken interstate. No one seriously expects the FBI to investigate the crime and try to solve it because this is, of course, the primary responsibility of local authorities, and any FBI Agent who tried to actively investigate a \$7,000 burglary of the corner drugstore would certainly be incurring the wrath of the local chief of police. Why then do we open these cases to begin with? Presumably it is to follow the matter with local authorities, and if it develops that the proceeds of the crime were taken interstate, we will be ready to jump in. In practice this type of case is nothing but a case load builder. It requires Agent and clerical time to open the file and we have nothing to show for our efforts. Furthermore, the basic logic of this type of case is certainly open to question. If it is a sound practice here, then why don't we open a 26 case everytime a car is stolen in order to determine whether or not it was taken interstate. Our ITSP

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cases involving thefts, burglaries, embezzlements, etc., should be limited to those situations where we have an allegation that the ill-gotten goods were taken across the state line. We might arbitrarily decide to continue to open an 87 case on what we now term a major theft which is a situation where the loss is \$50,000 or more.

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3. The criminal informant program, while necessary and certainly productive, includes many PCIs, the value of which is questionable. While there are certain standards which must be met to qualify a person as a criminal informant, the standards for maintaining the PCI are naturally more liberal. Perhaps the solution here rests in a closer look at unproductive PCIs during field inspections or a flat rule that no PCI can be opened for more than six months because if he hasn't produced worthwhile criminal information by then, he is not worth fooling with, and if he has furnished worthwhile criminal information, he should be converted to a criminal informant.

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4. We should not be opening cases to determine whether or not local authorities are going to request our assistance under the Fugitive Felon Act. The only 88 cases that should be opened are those where local authorities have requested federal assistance.

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lose?*

5. We should re-examine our prior policy regarding the opening of the "barracks bag" 42 case. Apparently we are back in this business again, and this unnecessarily increases the case load in auxiliary offices.

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6. Our current policy on ITSMV should be looked at to see if it is realistic, i.e., are we opening cases merely to be opening cases or are we gearing our case load opening to matters where prosecution is a realistic possibility.

7. "91" suspect cases represents a marginal program. It is doubtful that we can now afford the luxury of keeping track of someone who may someday rob or burglarize a bank. In any event, our "suspect" file on such a person probably does not actually help us solve cases.

The opening of "91" cases in auxiliary offices where there are no specific leads can also easily lead to a distorted case load figure. An Agent could handle 50 such cases without leaving the office because all he does is prepare a memo instructing Agents to contact logical informants. Maybe all such cases, that is, those that do not involve an interview, should be assigned to Special Clerks.

The above are a few examples of situations that could be explored to cut out the garbage-type case which will enable our investigative personnel to concentrate on the important matters. There are probably many of them.

We might also consider changing the criteria for opening a case. Currently, a case can be opened whenever a matter is presented to the U. S. Attorney. This enables an office to open and close a case where there has, in fact, been no investigative action whatsoever. A typical situation would

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be the \$25 TGP violation which involves an unknown subject. The first thing the Agent does and properly so is to call the U. S. Attorney. He knows and the U. S. Attorney knows that the \$25 case will not be prosecuted even if the subject is identified; nevertheless, we go through the motion of opening a case and then closing on the U. S. Attorney's declination. We can attack this problem from two directions. One is to try to get a blanket opinion from the U. S. Attorneys on these minor thefts, and when we get such an opinion, we would not, of course, have any reason for opening cases which fall within the criteria set forth by the U. S. Attorney's office. Secondly, we could tell an office that a case cannot be opened unless there is some investigative activity outside the office and merely contacting the U. S. Attorney is not investigative activity. Where the U. S. Attorney declines at the inception, i.e., before any investigation is conducted, the confirming letter to the U. S. Attorney could be placed in the control or zero file. The advantage of this is that it will eliminate the incentive that an office now has to promptly open these cases and close them as slowly as possible. The same reasoning can be applied to the TFIS cases.

Another situation that might be looked into involves opening cases on alleged gamblers. Here again any mass opening of cases is counter-productive to our objective which is to identify and prosecute the principal gambling figures in the

country. This can only come about through concentration of investigative effort and a high case load necessarily dilutes this effort.

We should also recognize that one of the statistics that a field office keeps on its Agents is the number of cases opened during the month. We have in the past encouraged Agents to open cases and this has been particularly true in the Resident Agencies. We were interested in quantity, not quality and we keep many cases open where we know at the inception that solution and/or prosecution is impossible.

Some specific steps that might be taken are outlined below:

1. Reduce the case load per Supervisor standard from 450 to 300. This means that the Supervisor will now have 300 meaningful cases to supervise which sounds like a reasonable figure.

depends on type of cases

2. Examine each classification to determine whether our standard for opening of cases is realistic in light of our other commitments.

3. Examine our criteria for opening of cases in general.

4. Reinstitute the file review program. This is perhaps the most effective way that a Supervisor has for knowing what the work commitments and accomplishments of his Agents are.

not within scope as per Washoff

5. Require a more critical appraisal of programs when they come up for the annual re-evaluation. Determine if the program's objectives cannot be accomplished through other means. Closely scrutinize proposed programs and require the division that is seeking a new program to explain possible avenues where the Agents can be obtained in order to handle the new program.

Today our investigative responsibilities are more complicated than they have been in the past, because we now have Title IIIs, groups engaged in violence and revolutionary activities, a possible increase in espionage efforts by the Soviets, Chinese and satellite countries, and we need to redirect our efforts to tackle these problems head-on. This cannot be done when Agents are spending as much time in trying to post a meaningless case as they are in working the important matters.

CONCENTRATION OF INVESTIGATIVE EFFORTS INTO PRODUCTIVE AREAS

Historic basis of case load historically goes back to the era when all Bureau work was criminal in nature (no security and applicant matters with the exception of Bureau and Departmental applicants). With the advent of security matters we continued to apply same case load standards though nature of security cases differ drastically from criminal matters. As an example, the verification of whereabouts of ADEX subjects (security index) and submission of appropriate communication to Bureau required these cases be opened every six months resulting in a highly inflated case load. Verification usually accomplished in pretext ^{PHONE} calls but case reopened with due regard to delinquency rules and kept pending for two months and shown as a closed case on the administrative report at the end of the third month.

Concerning this study, it is noted that the Bureau has just been instructed by the Department through OMB to participate in a productivity study wherein our primary measurement of Agent productivity has been case load thus it seems timely that this whole matter be studied and reevaluated at this time.

Concerning the examples of cases for consideration following observations made: (1) Ghetto Informant Program. There is no question but what this program has inflated the field case loads without commensurate value. Each Agent in some offices ^{via} had been required to have at least three ghetto sources and, of course, a case is opened and kept pending in each instance. (3) CIP Program. Based on field experience, and Inspection Division assignments, the PCI's are given close scrutiny and much dead wood is weeded out during inspections or even prior to inspection time when the case Agent has reason to believe that an office inspection is imminent. Concerning Items 2, 4, 5 and 6 all of which pertain to criminal matters it appears that we are governed basically by statute and our actions and responses are accordingly governed by law. The question arises as to whether we can arbitrarily state that we do not deem it advisable to conduct investigations where we are governed by statute and while consideration should certainly be given to blanket opinions from USA's, we should set firm ground rules to insure if implemented that each office obtains in writing on a regular basis a letter from the USA furnishing his blanket declination. We did this in San Francisco a number of years ago in Selective Service matters and it worked very well and to the Bureau's advantage. In this regard, it would appear desirable that such blanket authorization be renewed on a regular or timely basis to insure that we can not be criticized for failure to investigate petty crimes.

Reduction of case load per supervisor certainly has merit though again the number of cases per supervisor should not be fixed because there is such a wide variance in the necessary attention that must be given to different

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classifications (from requiring more supervisory time than others). In this regard the file review program, of course, has merit if properly done but based on my own experience, I feel a supervisor should be required to review his Agents' files on a regular basis whereas so often files being pulled on tickler are given to a relief man due to the odious nature of the review.

gac

UNITED STATES GOVERNMENT

Memorandum

TO : MR. JENKINS

DATE: 4/11/74

FROM : *WGC* W. G. CAMPBELL

SUBJECT: APPEARANCE BEFORE EXECUTIVES CONFERENCE
APRIL 9, 1974, BY LEAA ADMINISTRATOR
DONALD SANTARELLI

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| Director Sec'y | _____ |

WR Reed

Gibson

This is to record highlights of captioned appearance at which, in addition to the Executives Conference, there were present Executive Assistant to the Director William L. Reed, NCIC Section Chief Norman F. Stultz, and UCR Section Chief Robert D. Conger, both of the Computer Systems Division. Assistant Director John F. Malone of the New York Office was also in attendance.

Although it had been anticipated that Mr. Santarelli would be present for a two-hour session, the conference actually went from 10:40 a. m. until 11:30 a. m., when he indicated he had an appointment at 11:30 a. m. with Senator Pastore of Rhode Island. There was not time, therefore, for many of the questions that might have been posed.

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Mr. Santarelli, with the Director's concurrence, made an uninterrupted opening statement setting forth his general philosophy of the operation of LEAA, with particular reference to the control of message switching and the collection of criminal statistics. He stated that he strongly believes in New Federalism which he defined as the restoration of the balance of power between the states and the Federal Government. He noted that LEAA had been brought into being in 1968 by coalition of Southern Democrats and Republicans. He said in many areas the Federal Government had taken control of prerogatives which should have remained with the states. He named HEW as an example. He indicated that since law enforcement by and large had not been taken over from the states, LEAA found it a good starting place for injecting the New Federalism concept. He indicated that it is his philosophy, and that of LEAA's, insofar as he is able to make it so, the control should remain at the local level.

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See memo Campbell to Jenkins 5-23-74 - [unclear]

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|-------------------------------|-----------------|
| 1 - Mr. Callahan | 1 - Mr. Mintz |
| 1 - Mr. Jenkins | 1 - Mr. Reed |
| 1 - Mr. Miller | 1 - Mr. Bassett |
| 1 - Each Assistant Director | 1 - Mr. Conger |
| 1 - Assistant Director Malone | 1 - Mr. Stultz |

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Memorandum for Mr. Jenkins

Re: APPEARANCE BEFORE EXECUTIVES CONFERENCE

in every situation possible, including the use of funds. Mr. Santarelli said money for the most part is distributed without controls and this works because the states have not lost their initiative to the Federal Government in the law enforcement field. He did concede that the Federal "hook" does exist, for example, in connection with the recently promulgated rules governing criminal justice information systems in that unless the states comply with these regulations LEAA funding will be terminated.

Mr. Santarelli continued that LEAA recognizes that in this type of funding effort there will be inefficiency, possible corruption, and abuse but that his agency is willing to pay the price in an effort to fulfill the New Federalism concept.

Mr. Santarelli then related that LEAA as an agency is temporary and not an on-going operational program, and that "over my dead body" would it become operational. He then contrasted the FBI as being a permanent agency and commented that in the words of a number of people the FBI is viewed as a "power grabbing" agency whose credibility is being challenged more and more.

Mr. Santarelli addressed the issues of telecommunications and victimization surveys, labeling them as issues in which the FBI and LEAA have a common interest. He said victimization surveys should not be in LEAA and that he would recommend the entire statistical gathering function be a part of a separate Bureau of Criminal Statistics. Regarding telecommunications, he said as he now sees it, NCIC should not be upgraded to handle message switching for several reasons: (1) Once this was done it could not be turned around, (2) the service now provided by National Law Enforcement Telecommunications System (NLETS) would not be competitive in the face of free NCIC service, and (3) it would be unwise for the FBI to expand in this area because of politics and public policy. He stated that there is a fear of data banks and the public deals with "knee jerking issues" and this is a political ticket which the FBI would be wise to avoid. Also, the Congress is not likely to support any increase in the Federal presence in this field.

Memorandum for Mr. Jenkins

Re: APPEARANCE BEFORE EXECUTIVES CONFERENCE

Mr. Santarelli stated he recognizes that LEAA is now a competitor to the FBI but he denied that LEAA had a desire to squeeze the Bureau out of its position of leadership with law enforcement. He stated that the FBI should not be saddled with the problems involved in expanded NCIC services.

Mr. Santarelli said the Jet Propulsion Laboratory (JPL) study is a futuristic blueprint of options in regard to telecommunications. He pointed out a briefing was to be held May 1st at Pasadena, California, and that he had invited Director Kelley to attend. He said that LEAA is in the coordinating role with regard to telecommunications and that NLETS is an alternative in the telecommunications area. One proposal by JPL would be to use satellite communications because he claimed the volume of traffic would require this since to handle such volume by land lines would mean literally "paving the country" with wires. (He did not mention that with a satellite many ground stations would have to be established and, of course, cable, radio, or microwave would be needed by the ground stations and the recipients. The traffic volume he contemplates would flow in large measure from courts and corrections usage. It is the FBI's view that Santarelli has greatly overestimated the traffic volume that will arise from courts and corrections since we foresee very little of their activity will be interstate.)

As to management of the ultimate National Telecommunications System, Mr. Santarelli prophesied that a comsat-type corporation would be the best vehicle. He envisioned this as a Federally chartered, nonprofit corporation governed and operated by state and local people.

Mr. Santarelli discussed the victimization survey, envisioning it as the crime statistics of this country. He said unequivocally that Uniform Crime Reports are not accurate and the victimization survey which LEAA will release to the press on April 16, 1974, will show, for example, a huge gap in crime statistics for Philadelphia, Pennsylvania, and that Philadelphia will have a difficult time explaining. He indicated that a determination had been made that the twelve-month time frame upon which current release studies had been made was too long and that such studies conducted next year will have a six-month time frame.

Memorandum for Mr. Jenkins

Re: APPEARANCE BEFORE EXECUTIVES CONFERENCE

Mr. Santarelli was then asked if he was aware of the questionable sampling utilized in New York, New York, and Newark, New Jersey. He said that he was. He was further asked whether he intended to explain that victimization studies were still in a pretest pattern and whether he would comment that future studies would be continued within a six-month time frame. Mr. Santarelli said that he would do this. With regard to the release that is to be made, Mr. Santarelli was asked if he felt an obligation to explain in that release the shortcomings of the sampling procedures in certain areas and whether he intends to put victimization studies in the proper perspective as related to Uniform Crime Reports. To this he responded that he has had a number of unsuccessful experiences in trying to insure that the news media place the correct interpretation on data of this type. He was pressed for an answer as to whether he would alert the news media to the matters raised here. At this point, Mr. Santarelli stood up, waved his arms, became somewhat emotional and slightly profane, and never really gave an answer.

Mr. Santarelli was then referred back to his statements earlier denying that LEAA is or expects to become operational and it was pointed out to him that this raises the question as to the degree of information exchanged among his two Deputies and him since his Deputy Administrator Richard Velde had stated at a meeting within the past three weeks or so that LEAA is in fact operational and, not only that, has statutory authority to be so. His response to this was that Mr. Velde should never have made such a statement and he had been chastising him for the past three weeks for it. Mr. Santarelli was then asked as to what specifically did he see as the future of NLETS to which he responded that this would depend on the results of the JPL study.

The last exchange, more in the nature of a complaint, was when I commented that it has been our experience through the months that we never get a paper from LEAA in final form -- everything is a draft -- and we are not able to rely upon it as a statement that will stand. His response to this was that LEAA is trying to maintain flexibility and arrive at the best possible rendition. It was then called to his attention that guidelines drawn up by LEAA governing the Comprehensive Data System (CDS) Program under which the states are operating have been in draft

Memorandum for Mr. Jenkins

Re: APPEARANCE BEFORE EXECUTIVES CONFERENCE

form for over two years. The Computerized Criminal History (CCH) Program is part of the CDS Program and growth of CCH has been inhibited by the lack of specific LEAA CDS Program guidelines. He was reminded that LEAA is funding the states on the basis of these draft guidelines.

Mr. Jenkins observed to Mr. Santarelli that there was an apparent inconsistency in his philosophy of New Federalism and the practice of LEAA. Mr. Jenkins cited as an example a request from the State of Georgia for a training school funded by LEAA and LEAA forced Georgia to expand this into a regional rather than statewide school, including several states in the Southeastern Region. Mr. Santarelli stated that he was not especially enamored by this concept.

In a closing statement, Associate Director Callahan commented to Mr. Santarelli that the FBI has had a long history of leadership and service to law enforcement and that the FBI is only interested in continuing its service to law enforcement. Mr. Callahan again noted that the FBI is a permanent agency and must, therefore, consider these matters on a long-range basis and to take whatever action is necessary to insure that the service role of the FBI is properly fulfilled.

At this point, Mr. Santarelli was thanked by the Director for his appearance and he departed.

ACTION:

For information and consideration as to whether it would serve any useful purpose to have Mr. Santarelli again appear before the Executives Conference.

*It thinks we need
to get all LEAA's
philosophy -
K*

[Signature]

[Signature]

[Signature]

UNITED STATES GOVERNMENT

Memorandum

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 Director Sec'y _____

TO : MR. JENKINS

DATE: 3/27/74

FROM: *WGC* W. G. CAMPBELL

SUBJECT: APPEARANCE BEFORE EXECUTIVES CONFERENCE
APRIL 9, 1974, BY LEAA ADMINISTRATOR
DONALD SANTARELLI

Law Enforcement Assistance Administration

DC.

Following the Director's conference with Donald Santarelli, LEAA Administrator, in the Director's Office on March 19, 1974, the Director instructed that I determine a mutually convenient date for Mr. Santarelli's appearance before the Executives Conference. As outlined in the attached Memorandum to Members of the Executives Conference, Mr. Kelley anticipates that this will offer an opportunity for Mr. Santarelli to outline his philosophy as to LEAA's operations and particularly offer his comments with regard to where he feels the message switching function and the collection of criminal statistics activity should reside.

Through contact with Mr. Santarelli's Office, it has been determined that April 9, 1974, at 10:30 a.m., is an appropriate time for this Conference. No further communication with Mr. Santarelli's Office is required.

The background material mentioned in the attached Memorandum is being prepared and its distribution to members of the Conference will be coordinated by the Computer Systems Division.

RECOMMENDATION:

That attached Memorandum be forwarded to the Director for his signature if approved.

Enclosure - Sent 3-28-74 *REC-84*

66-2554-13012

WGC:nls (4)

- 1 - Mr. Campbell
- 1 - Mr. Conger
- 1 - Mr. Stultz

APR 16 1974

APR 17 1974

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UNITED STATES GOVERNMENT

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TO : THE DIRECTOR

DATE: 4/11/74

FROM : *JBA* J. B. ADAMS

Executive Conference

SUBJECT: DISSEMINATION OF EXECUTIVES CONFERENCE
MATTERS TO SPECIAL AGENTS IN CHARGE -
Executives Conference Meeting 4/11/74

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1. Mr. White briefed the conference concerning the training program for non-FBI laboratory personnel. The initial program consists of a series of 5 classes, beginning 4/15/74, for crime scene technicians; 3 classes beginning 4/22/74 relating to crime laboratory management; 2 classes beginning 6/3/74 in crime laboratory photography, and 1 class beginning 5/6/74 in laboratory matters pertaining to gambling.

In addition, Mr. White noted the laboratory has formed 4 research units for work in the biological, physical, chemical and security areas.

2. Mr. Franck briefed the conference on the historical use of the Interesting Case Write-Up Program (I. C.). He noted that the program began in 1927 for the purpose of producing public source material. The program was expanded in later years and was the basis for several books and the FBI Story television series. A discussion was had concerning the use of antiquated I. C. s; legal problems; need; and cost factors. The Director instructed Mr. Franck to prepare a memorandum advising how I. C. s are used and by whom, including the type and number of requests received. Further, discussion is scheduled for the next Executives Conference.

3. OPE presented the Assessment Center concept which is part of the overall study, Career Development Program for Supervisory and Executive Personnel. Messrs. Carter, Office of Planning and Evaluation, and James H. Brewster, Training Division, who recently attended a seminar

- 1 - Mr. Callahan
- 1 - Mr. Adams
- EES/imt
- (3)

*Letter to SA's
all SA's 4/11/74
EES*

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Memorandum to The Director

RE: DISSEMINATION OF EXECUTIVES CONFERENCE
MATTERS TO SPECIAL AGENTS IN CHARGE -
Executives Conference Meeting 4/11/74

on the concept, went into detail concerning the operation, cost, and advantages of utilizing the concept as a refined procedure for selecting and developing agent personnel entering the introductory step into FBI management. Time permitted only a brief questioning period and the Director stated this discussion should continue at the Executives Conference scheduled for 4/25/74.

RECOMMENDATION:

That the Director indicate which, if any, of the foregoing items be disseminated to the SACs.

all
K
only item #1 per
Kelley & Callahan
4/16/74 EJ
Done
F 4/18/74
EES

REC-00 66-2554-13013

1 - Mr. Kelly
5302

PERSONAL
ATTENTION

April 18, 1974

Jaw

TO ALL SPECIAL AGENTS IN CHARGE:

RE: TOPICS OF INTEREST DISCUSSED
AT EXECUTIVES CONFERENCE

At the Executives Conference on April 11, 1974, the Laboratory representative briefed the Conference concerning the progress achieved thus far in the training programs for state and local laboratory personnel.

The initial program consists of a series of five classes, beginning 4/15/74, for crime scene technicians; three classes beginning 4/22/74, relating to crime laboratory management; two classes beginning 6/3/74, in crime laboratory photography; and one class beginning 5/6/74 in laboratory matters pertaining to gambling. In addition, the Laboratory has formed four research units for work in the biological, physical, chemical and security areas. Research papers will be prepared and disseminated for use of personnel working in state and local laboratories.

D. M. Kelley

Clarence M. Kelley
Director

80-844

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- EES:CSH (19)
- 1 - Mr. Callahan
- 1 - Mr. Jenkins
- 1 - Mr. Miller
- 1 - Each Asst. Director
- 1 - Mr. Mintz
- 1 - Mr. Sheets

MAILED 3
APR 18 1974
FBI

Based on Adams to Director memo 4/11/74, re "Dissemination of Exec. Conf. matters to SACs - Exec. Conf. Meeting 4/11/74" (EES/inf)

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UNITED STATES GOVERNMENT

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TO : THE DIRECTOR

DATE: 4/25/74

FROM : J. B. ADAMS *JBA*

1 - Mr. Callahan
1 - Mr. Adams

SUBJECT: Dissemination of Executives Conference
Matters to Special Agents in Charge -
Executives Conference Meeting 4/25/74

#232187
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At the Executives Conference today, following additional discussion of the proposed initial phase of the revised Career Development Program for Supervisory and Executive Personnel, it was unanimously approved that certain steps be taken, including:

- (a) Preparation of individual Career Development Summaries for each agent in grade GS-11 and above, to assist in tailoring a career plan considering the qualifications and development needs of the agent.
- (b) Creation of Career Boards in each field division to formalize the selection of relief supervisors. These Boards will consist of experienced supervisors who will make appropriate recommendations to the SAC to facilitate his ultimate decision.
- (c) Establishment of a Supervisory School for relief and potential relief supervisors, incorporating a two-day Assessment Center, which is a program for determining management potential and developmental needs. Supervisory candidates are put through a series of individual and group exercises which will assist management in the evaluation of supervisory capabilities.

The Executives Conference also gave consideration to the proposal to re-establish the Interesting Case Writeup program, and approved it without objection, along with necessary privacy safeguards to insure that its intended purpose of providing necessary material to highlight the Bureau's accomplishments is served, yet it is consistent with current concern over individual privacy.

JBA:CSH (3)

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J. B. Adams to the Director

Re: Dissemination of Executives Conference
Matters to Special Agents in Charge -
Executives Conference Meeting 4/25/74

Following a discussion concerning certain legal problems which have arisen in connection with major investigative matters, the Director approved a study being initiated by OPE to determine the extent of need for a higher quality of legal counsel and guidance for SACs locally, as legal questions arise, and to determine the alternatives as to how any such need could be satisfied.

The Director may desire to indicate whether he wishes the above items disseminated.

OK
letter to
all SAC'S
5/1/74
JSA

1 - Mr. Reilly, Trng. Div.
5302

REC-14

66-2554-13014

PERSONAL
ATTENTION

May 1, 1974

EX-116

#232184
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TO ALL SPECIAL AGENTS IN CHARGE:

RE: TOPICS OF INTEREST DISCUSSED
AT EXECUTIVES CONFERENCE

At the Executives Conference on April 25, 1974, additional consideration was given to the initial phase of the revised Career Development Program for Supervisory and Executive Personnel, and it was agreed that the following steps should be taken at this time:

(a) Preparation of individual Career Development Summaries for each agent in Grade GS-11 and above, to assist in tailoring a career plan considering the qualifications and development needs of the agent.

(b) Creation of Career Boards in each field division to formalize the selection of relief supervisors. These Boards will consist of experienced supervisors who will make appropriate recommendations to the SAC to facilitate his ultimate decision.

(c) Establishment of a Supervisory School for relief and potential relief supervisors, incorporating a two-day Assessment Center, which is a program for determining management potential and developmental needs. Supervisory candidates are put through a series of individual and group exercises which will assist management in the evaluation of supervisory capabilities.

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- 1 - Mr. Callahan
- 1 - Mr. Jenkins
- 1 - Mr. Miller
- 1 - Each Asst. Dir.

Based on Adams to Director memo 4/25/74 re "Dissemination of Exec. Conf. matters to SACs - Exec. Conf Meeting 4/25/74"

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To All Special Agents in Charge
Re: Topics of Interest Discussed at Executives Conference

The Conference also considered a proposal to re-establish the Interesting Case Writeup program, and approved this without objection, along with necessary privacy safeguards to insure that its intended purpose of providing necessary material to highlight the Bureau's accomplishments is served, yet it is consistent with current concern over individual privacy.

In addition, following a discussion concerning certain legal problems which have arisen in connection with major investigative matters, I approved a study being initiated by the Office of Planning and Evaluation to determine the extent of need for a higher quality of legal counsel and guidance for SACs locally, as legal questions arise, and to determine the alternatives as to how any such need could be satisfied.

Implementation of the above items will be handled by separate communications.

Clarence M. Kelley
Director

UNITED STATES GOVERNMENT

Memorandum

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TO : MR. CALLAHAN

DATE: 6/3/74

FROM: *[Handwritten initials]* J. B. ADAMS

Executive Conference

SUBJECT: ~~ALL DAY CONFERENCE~~
FOR KEY FBI PERSONNEL
JUNE, 1974

At a meeting on 5/30/74 concerning manpower to be assigned to counterintelligence investigations, a discussion was had concerning case load, programs, and ways of measuring the Bureau's accomplishments. Of particular concern was the traditional basis, case load, used for requesting and justifying our agent and clerical personnel. Mr. Kelley instructed that I prepare an agenda for an All Day Conference to be held during the latter part of June, 1974, and that this matter should be on the agenda.

A review of the items scheduled to have been discussed at a similar conference held on February 5, 1974, discloses that four items were not discussed at length due to time limitations: Task Forces, Discipline, Paper Work, and Participatory Management. It is believed these should again be placed on the agenda for discussion.

Of particular consequence to the future of the Bureau's operations is the Subcommittee on FBI Oversight which has suggested two days of hearings in June on the FBI's authority in the field of intelligence collection to be followed by other hearings on the same matter.

ACTION:

Each Division, by ^{DEC 85} work paper, furnish OPE by 6/6/74 suggested agenda items to be discussed at the All Day Conference to be held later this month.

- 1 - Mr. Callahan
- 1 - Mr. Jenkins
- 1 - Mr. Miller
- 1 - Each Assistant Director
- 1 - Mr. Sheets

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TO : MR. JENKINS

DATE: 5/30/74

FROM : W. G. CAMPBELL

SUBJECT: RETURN APPEARANCE BEFORE EXECUTIVES CONFERENCE
BY LEAA ADMINISTRATOR DONALD SANTARELLI

Memorandum Campbell to Jenkins, 5/23/74, scheduled second appearance of Mr. Santarelli before the Executives Conference for 11:15 a. m., 5/30/74.

At 9:10 a. m., 5/30/74, a Mr. Jacobsen, Special Assistant to Mr. Santarelli, phoned to advise that it was necessary for Santarelli to cancel this appearance commitment. No reason was given for the cancellation but it was indicated that Santarelli would like to reschedule for some later date. All of those scheduled to attend the Conference were promptly advised of the cancellation.

RECOMMENDATION:

That no further consideration be given at this time to rescheduling Mr. Santarelli's appearance:

WGC:nls (20)

- 1 - Mr. Callahan
- 1 - Mr. Jenkins
- 1 - Mr. Miller
- 1 - Each Assistant Director
- 1 - Mr. Bassett
- 1 - Mr. Reed
- 1 - Mrs. Metcalf
- 1 - Mr. Conger
- 1 - Mr. Stultz

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June 4, 1974

MEMORANDUM FOR MR. CALLAHAN

- MR. JENKINS
- MR. MILLER 5
- MR. ADAMS
- MR. CAMPBELL
- MR. CLEVELAND 9
- MR. GEBHARDT 6
- MR. JACOBSON 3
- MR. JAMIESON 2
- MR. McDERMOTT
- MR. MARSHALL 4
- MR. MINTZ
- MR. THOMPSON 1
- MR. WALSH 8
- MR. WANNALL 5
- MR. WHITE 7

RE: REPORT WRITING AND MISCELLANEOUS PROCEDURES

During a recent meeting which included Mr. Earl Sheets of the Planning and Evaluation Division along with a number of other members of the command group, we discussed the matter of possibly redirecting the present position of the Bureau whereby we rely on statistical accomplishments in both our thrust and our budgetary requests. I have the feeling we can at this point extricate ourselves from the statistical - production impasse and go in the direction of accomplishments on a more realistic level. This will be quite a departure and, therefore, will necessitate considerable discussion about it.

Another matter which appears to me to be of significance is the preparation of reports and other communications which should be free of information or statements possibly embarrassing to us were they to be disclosed as a result of a motion for disclosure in a trial. There might also be a possibility that such material would be subject to discovery incidental to other

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Memorandum for Messrs. Callahan, Jenkins, Miller, Adams, Campbell, Cleveland, Gebhardt, Jacobson, Jamieson, McDermott, Marshall, Mintz, Thompson, Walsh, Wannall, and White June 4, 1974

matters. Of significance in this regard is a teletype from New York entitled, "Demonstration Sponsored by An Hoc Coalition of Concerned People, at FBI Office, New York City, May 22, 1974. IS." This refers to a demonstration of concerned people about the activities of the agencies in the killing of six members of the Symbionese Liberation Army on May 17, 1974, in Los Angeles. A copy of this should be made available to me at the time we confer on this matter as well as others to illustrate how this particular teletype, if filed in the Hearnap Case and if disclosed, might place us in a compromising position.

Another matter which is pertinent to discussion is the investigation of a matter under our jurisdiction. Such reports and other records submitted pursuant to an investigation might also be subject to the same disclosure, and we will have to take particular care to make sure they are of such a nature that it not place us again in an embarrassing position.

Pursuant to this, I instructed Mr. Sheets to arrange for a conference of the Executives Conference staff and others who might be invited to discuss these problems. I instructed that the conference be in the same type of atmosphere as that held earlier at the Washington Hilton, which conference lasted all day and was in the pattern of an open and free review of matters set forth on the agenda. This should be followed closely and I should be "tickled" on this June 14, 1974.

Very truly yours,



Clarence M. Kelley
Director

UNITED STATES GOVERNMENT

Memorandum

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TO : MR. CALLAHAN

DATE: 6-6-74

FROM : T. J. JENKINS

SUBJECT: EXECUTIVES CONFERENCE
JUNE 6, 1974

After the Director departed the Executives Conference today, Mr. Sheets discussed the planned retreat for Bureau officials pointing out that it would probably be held at the Washington-Hilton Hotel during the end of June.

Mr. Bassett suggested that in our meetings with the Deputy Attorney General we probably will be running out of problems to discuss with him and that favorable consideration be given to having divisions of the Bureau brief the Deputy Attorney General on matters of current interest and currently being handled by the respective divisions.

Mr. Miller advised that at the next Monday morning briefing Bill Cleveland will discuss Organized Crime and also mentioned the fact that he will be appearing before the Oversight Committee to furnish them with information concerning that field. Mr. Miller also discussed the Director's meeting with the Oversight Committee yesterday and made particular mention of the security needed for the Petersen Report. A discussion was made by Mr. Miller concerning the need for our close relationship with Congressional committee staffers in order to get our message across to them.

Mr. Campbell gave a brief resume of the NCIC Advisory Board Meeting in New Orleans which concluded yesterday. This will be the subject of a detailed memorandum for the Director.

Mr. Thompson discussed the possibility of releasing to the press the information that starting July 1, 1974, we will not release certain identification records that do not have dispositions when the inquiry concerns licensing. This is the subject of a separate memorandum.

The conference adjourned at 10:55 a. m.

Submitted for the Director's information.

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JUN 11 1974

UNITED STATES GOVERNMENT

Memorandum

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- Asst. Dir.:
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- Plan. & Eval. _____
- Spec. Inv. _____
- Training _____
- Legal Coun. _____
- Telephone Rm. _____
- Director Sec'y _____

TO : Mr. Adams *BA/B 5/3/77*

FROM : B. J. White *BJW*

SUBJECT: ALL DAY CONFERENCE
FOR KEY FBI PERSONNEL
JUNE, 1974

DATE: 6/6/74

Executives Conference

In connection with your memorandum to Mr. Callahan dated 6/3/74 in captioned matter, it is my opinion that it would be advantageous to have some discussions on the Assistant Director and above level concerning priorities of manpower particularly as it relates to the so-called service Divisions. It is realized that OPE is making a study in this regard and it may be that the study is far enough along that the discussions are not necessary. However, it would appear worthwhile to include some discussion at the conference by which the many changes that are occurring now and in the near future would be recognized and discussed at the highest level.

I am attaching a work paper which deals with the subject for your consideration of the suggested agenda at the all-day conference to be held later this month.

ACTION:

For the information of OPE in connection with its planning of the conference.

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Enclosure

- 1 - Mr. Adams
- 1 - Mr. Campbell
- 1 - Mr. Jamieson
- 1 - Mr. White
- 1 - Mr. Downing
- 1 - Mr. Herndon
- 1 - R. A. Miller
- 1 - Mr. Williams

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5/3/77

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DATE 2/26/02 BY SpStclab

PRIORITIES OF MANPOWER NEEDS AS RELATED TO
THE SO-CALLED SERVICE DIVISIONS AND
IN PARTICULAR THE LABORATORY DIVISION

INTRODUCTION

There are many changes being planned within the Bureau and outside the Bureau which will directly affect the work of the Laboratory in the immediate future and on a long-time basis. These changes will directly affect the needs of this Division in regard to manpower, and must be taken into consideration in overall Bureau planning. Because of the fact that the Bureau does not anticipate adding additional Special Agents in Fiscal Years 1975 and 1976, the immediate question arises as to how the service Divisions can carry on their responsibilities satisfactorily, in view of the need to intensify certain of our investigative operations.

We should not engage in service Division versus investigative Division arguments as to priorities for manpower. The recent planning effort for the Management By Objectives (MBO) System, involving the preparation of a program pyramid for the FBI, graphically demonstrated to all Divisional representatives that the work of the investigative Divisions requires a proportional effort on the part of Divisions providing support services. Therefore, priorities must be very carefully considered. Several changes under consideration affecting the Laboratory will be discussed according to areas of responsibility.

COUNTERINTELLIGENCE INVESTIGATIONS

According to the airtel of 5/22/74 sent to all field offices involving counterintelligence investigations, the Bureau is reassigning a rather large number of Special Agents to this very important field. The investigative activity in counterintelligence work is most dependent on the technical capabilities provided to field offices by the Laboratory. This realignment will necessarily result in increased demands in the use of technical know-how and equipment of the highest scientific order, particularly in the radio and electronics field.

We have been working with two intelligence agencies, NSA and CIA, in these matters. Although we have some outstanding scientific Agents in this category, we have for many years operated with a bare minimum of personnel and, in cooperation with these other two agencies, have often had to rely upon their expertise because we only maintained limited personnel in these specialized areas. It would appear that Laboratory needs for personnel would be equally persuasive in order to completely utilize the potential of additional Special Agents and investigators being assigned in the intelligence field. We have received, in the very recent past, considerable funding, primarily to pay for research grants for development of equipment in penetration efforts. This increase in our efforts will necessitate additional manpower on a high scientific level.

TRAINING, RESEARCH AND COMMUNICATION IN THE FORENSIC SCIENCE AREA

We have recently begun and are carrying out training classes for laboratory technicians from State and local laboratories. This program has received an excellent response from laboratories all over the United States and the announcement of our courses at Quantico met with enthusiastic requests for training from all areas of the country. Beginning September 23, a second symposium will be held at Quantico of laboratory directors from all laboratories of the United States and some from Canada which will involve approximately 230 laboratories. The Laboratory has been assigned personnel to handle this new training program in its initial stages. This program also involves the establishment of distinct research units, many of the personnel of which are non-Agents but highly qualified scientific personnel. The program also provides for a newsletter and technical reports which we are disseminating to all State and local laboratories in the United States in order to increase the communications between laboratories and raise overall professionalism. It is believed that this type of program, including the examination of cases and providing of testimony without charge to law enforcement agencies, has a

direct and beneficial bearing on the criminal justice system in this country. In fact, it probably is as directly concerned with criminal justice as are our own investigations and therefore should not really be considered only as a service but as a direct and important contribution to the entire criminal justice system in this country.

CURRENT AND PROJECTED CHANGES AFFECTING LABORATORY WORK

Many new developments are appearing daily in the forensic science field as applied to work in the crime laboratory. Use of sophisticated equipment has become commonplace in all of the better laboratories and the use of computers in the actual conducting of laboratory examinations is presently underway in the top laboratories. Much of this sophisticated equipment now comes equipped with mini-computers and other equipment requires access to computers in order to serve and utilize equipment such as mass spectrographs and various types of spectrophotometers. The computer which is assigned to the Laboratory is primarily for crypt-analysis work; however, we are considering additional applications of it for case work. In order to keep up to date it will be necessary for us to immediately get more involved in this type of analyses.

In addition, as a result of our management courses for laboratory directors held at Quantico, it is obvious that we must utilize more computer time for handling many of the administrative details of managing the Laboratory including equipment records, cases, testimonies, etc., which have reached the point where they can no longer be satisfactorily handled by manual means.

The Laboratory is also involved in a research program which will shortly require a decision to be made as to whether certain information in reference files handled by the Criminalistics Laboratory Information System (CLIS) will eventually be included in NCIC or whether it will be set up in some other agency or company. It is the feeling of the Computer

Systems Division and the Laboratory that the NCIC represents the proper place for this information, but this probably will require additional manpower - probably in both Divisions.

Accordingly, it would appear that a most productive area of discussion for the agenda of an all day conference is the matter of assignment of priorities for so-called support Divisions. The Laboratory Division, for example, in addition to furnishing essential services and support to FBI investigative activity, performs a separate operational function in direct involvement in the criminal justice systems of State, local and military jurisdictions not otherwise included in the sphere of FBI responsibilities. We are exercising a growing leadership role in the development of scientific capabilities in State and local crime laboratories, and in the overall increase in the utilization of evidentiary materials in support of law enforcement. These efforts have been most successful but probably will require additional Agent personnel if our projected obligations in these matters are to be met. If additional Agent personnel are not made available, then certain of these activities will have to be curtailed. I believe discussion of these decisions concerning the management of our resources would be most helpful at this time.

BO

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. Adams

JPA / R 5/13/77

DATE: 6/6/74

FROM : J. J. McDermott

JJM

Executive Conference

SUBJECT: ALL DAY CONFERENCE FOR
KEY FBI PERSONNEL
JUNE, 1974

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Reference is made to your memorandum to Mr. Callahan dated 6-3-74, captioned as above, which solicited suggested agenda items to be discussed at the All Day Conference for Key FBI Personnel to be held later this month.

The following are suggested agenda topics submitted by the External Affairs Division:

PUBLIC RELATIONS

The Director's "open stance" policy to date has been highly successful. However, continued new and innovative efforts should be made to heighten the FBI's profile in the minds of the American public. Among the methods which may be considered to accomplish this task are the following:

(a) Publicity concerning current cases - as after all, the FBI is an investigative agency;

(b) A program to reach, as best we can, the young people of the country, especially high school age. This is an age of impressionable minds and these youngsters are ready to receive the Bureau's viewpoints;

(c) An effort to explain the Bureau's program on an academic (college) level. In the past the Bureau has been highly distrusted by large segments of the academic community. What can be done to overcome this feeling? This can be accomplished in part by appearances of Bureau spokesmen on college campuses such as Mr. Kelley's trip to Harvard;

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- 1 - Mr. Adams
- 1 - Mr. McDermott

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J. J. McDermott to Mr. Adams Memorandum

RE: ALL DAY CONFERENCE FOR KEY FBI PERSONNEL, JUNE, 1974

(d) Encouraging college students to come to the Bureau for tours and briefings (recently a group from Moravian College came to the Bureau);

(e) Articles

(f) Contacts with professors who are doing research in areas of interest to the Bureau;

(g) Having Bureau representatives (such as Inspector John Hotis at Harvard) participating in an academic program; b6
b7C

(h) Encouraging professors (such as Professor) of Brandeis University who recently talked to Mr. Kelley);

(i) Encouraging increasing cooperation with free-lance writers who are working in the Bureau's general field. Normally, free-lance writers would be on their own and we could make contact with some of these to advise them of our willingness to be of assistance;

(j) Contacts with specialized groups such as transportation industry or educational groups so that FBI exhibits can be placed at conventions, special showings and so forth. Occasionally through contacts in the Field, temporary FBI exhibits may actually be placed in a museum, an exhibit hall, fairs, and so forth;

(k) In the coming months increasing national emphasis will be placed on the Nation's bicentennial. There will be literally thousands of exhibits on state and national levels. Considerable attention should be given as to how the FBI can participate at all levels in the bicentennial;

(l) Overall, the Bureau's public relations program should be a positive, ongoing program designed to touch and orient the rising generation - the group who must make their first impressions of the FBI;

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J. J. McDermott to Mr. Adams Memorandum

RE: ALL DAY CONFERENCE FOR KEY FBI PERSONNEL, JUNE, 1974

(m) Our whole approach should be motivated, as Mr. Kelley has indicated, by an "open stance" of trying to tell the public as much as possible what we do, admitting mistakes when they occur, and letting the people feel that the FBI is not a strange, aloof, esoteric Government agency above and beyond the mundane world of the ordinary citizen;

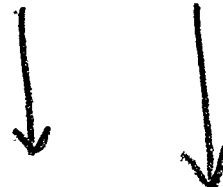
(n) Consideration should be given towards initiating a television documentary special dealing with the FBI. The special should not be an attempt at propaganda or evangelism for the FBI, but rather a factual treatment of the Bureau which would treat not only our success but also our failures in an objective newsworthy manner. The recent KCRA-TV special done by a Sacramento, California, news station is an excellent example.

(o) Presently we have no way to measure the effectiveness of our public relations and media relations. Consideration should be given to a Field-wide survey of investigative employees to determine the strengths and weaknesses of our efforts, and solicit suggestions on where we need improvement. Our efforts in the Field actually, because of their daily contact, have a much better feel for the public's attitude towards the FBI than we do at FBIHQ. The impressions of our effectiveness at Headquarters are, in fact, representative of only a small geographic portion of the United States.

CAREER DEVELOPMENT

Consideration should be given to an Executive Intern Program for potential ASACs. This Program, extending for a 4- to 6-month period, would provide them with experience in a variety of Divisions, particularly those where they have no prior work experience. In the short-range view, this may appear unproductive, but in the long-range view of the Bureau's executive training program, it may well provide meaningful training and afford an opportunity to give better assessments to the ability of potential ASACs and the facility to absorb the full range of the Bureau's work.

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June 14, 1974

To The Director:

We are in receipt of a video tape from KCRA-TV, Sacramento, which contains eight 5-minute mini-documentaries concerning the FBI, in which we cooperated in the production. At the time of your interview in April with Mike Boyd of KCRA-TV, you expressed a desire to see the finished product. Assistant Director Wannall, who also was interviewed, indicated that he too would appreciate a chance to view KCRA's efforts.

The video tape has been reviewed by the External Affairs Division and is excellently done. There is a very good chance that this series will go into syndication in the near future. It was overwhelmingly well-received at the time of the initial airing in Northern California in May of this year.

In view of the caliber of this product, the entire Executive Conference may be interested in viewing it. If you desire, arrangements will be made to afford a viewing of this "FBI Special" before a 9:30 briefing session of the Executive Conference.

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 J.J. McDermott
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