

THIS FILE IS MADE AVAILABLE THROUGH THE DECLASSIFICATION EFFORTS AND RESEARCH OF:

# THE BLACK VAULT

THE BLACK VAULT IS THE LARGEST ONLINE FREEDOM OF INFORMATION ACT / GOVERNMENT RECORD CLEARING HOUSE IN THE WORLD. THE RESEARCH EFFORTS HERE ARE RESPONSIBLE FOR THE DECLASSIFICATION OF THOUSANDS OF DOCUMENTS THROUGHOUT THE U.S. GOVERNMENT, AND ALL CAN BE DOWNLOADED BY VISITING:

[HTTP://WWW.BLACKVAULT.COM](http://www.blackvault.com)

YOU ARE ENCOURAGED TO FORWARD THIS DOCUMENT TO YOUR FRIENDS, BUT PLEASE KEEP THIS IDENTIFYING IMAGE AT THE TOP OF THE .PDF SO OTHERS CAN DOWNLOAD MORE!

September 12, 1955

MEMORANDUM FOR MR. TOLSON  
MR. NICHOLS

In conference with the Attorney General on September 8, 1955, I discussed with the Attorney General the desirability of the Bureau cooperating in the preparation of a book upon the history of the FBI in order that the same might become a reference book to which persons could refer when questions arose concerning the FBI or papers and reviews were to be prepared by college students and other researchers about the FBI.

I told the Attorney General that this matter had already been informally explored and it was our anticipated intention, if approved by the Attorney General, to take this matter up with Mr. Bennett Cerf to see whether he would be interested in publishing a book and to utilize Don Whitehead, a special feature writer of the Associated Press who last year did some articles upon the FBI, as the author of the contemplated book.

The Attorney General stated he thought that it would be excellent to proceed with this project, provided, of course, we would keep careful control of the same and see that it was guided along objective lines.

Very truly yours,

John Edgar Hoover  
Director

Tolson \_\_\_\_\_  
Boardman \_\_\_\_\_  
Nichols \_\_\_\_\_  
Belmont \_\_\_\_\_  
Harbo \_\_\_\_\_  
Mohr \_\_\_\_\_  
Parsons \_\_\_\_\_  
Rosen \_\_\_\_\_  
Tamm \_\_\_\_\_  
 Sizoo \_\_\_\_\_  
Winterrowd \_\_\_\_\_  
Tele. Room \_\_\_\_\_  
Holloman \_\_\_\_\_  
Gandy \_\_\_\_\_

JEH:tlc  
(5)

SENT FROM D. O.	
TIME	3:52 PM
DATE	9-12-55
BY	[Signature]

RECORDED - 8, 8 SEP 11 1955

KIM-FENG FARM  
OTIS, MASS.

TELEPHONE: OTIS 26  
TELETYPEWRITER: OTIS (MASS.) 87

TELEPHONE: OTIS 26  
TELETYPEWRITER: OTIS (MASS.) 87

September 17, 1955

Mr. Louis B. Nichols  
Federal Bureau of Investigation  
U. S. Department of Justice  
Washington, D. C.

Dear Mr. Nichols:

Mr. Sokolsky asked me to write you  
that the luncheon date with Mr. Bennett  
Cerf is set for Wednesday, September 28,  
1 P.M., Lotos Club, Colonial Room, 5 East  
66 Street, New York City.

Mr. Sokolsky will wait for you at his  
home at 300 West End Avenue so that you  
and he can go to the luncheon together.

With best wishes, I am

Sincerely yours,

RECORDED - 73

EX. - 113

Secretary to  
George E. Sokolsky

P.S.: We are returning to New York on  
Tuesday, September 20.

History of THE F.B.I.

G. L. K.

10-1

Handwritten notes and stamps in the bottom left corner.

62-102692-1X  
62-89885-114

Handwritten initials or signature in the bottom right corner.

## Office Memorandum • UNITED STATES GOVERNMENT

TO :

Mr. Tolson

DATE: 9/26/55

FROM :

L. B. Nichols

SUBJECT:

HISTORY OF FBI

Tolson \_\_\_\_\_  
 Boardman \_\_\_\_\_  
 Nichols \_\_\_\_\_  
 Belmont \_\_\_\_\_  
 Harbo \_\_\_\_\_  
 Mohr \_\_\_\_\_  
 Parsons \_\_\_\_\_  
 Rosen \_\_\_\_\_  
 Tamm \_\_\_\_\_  
 Sizoo \_\_\_\_\_  
 Winterrowd \_\_\_\_\_  
 Tele. Room \_\_\_\_\_  
 Holloman \_\_\_\_\_  
 Gandy \_\_\_\_\_

As you know, I have an appointment on Thursday, 9/29/55, to meet with Bennett Cerf of Random House to discuss the proposed History of the FBI. While the actual content of the History of the FBI will be a matter to work out with the writer, we have worked up an outline of what we think the content should be which is broken down into six periods. A copy of the outline is attached. I contemplate using this as the basis for my discussions with Cerf as to what the book will include and if he desires, I see no objection to giving him a copy of the attached proposed outline.

cc - Mr. Jones

Enclosure

LBN:fc

(3)

RECORDED - 11  
 62-102693-107  
 1723  
 Nichols should  
 collaborate  
 closely with  
 Sullivan on  
 this project

See to inclusion of  
 our work in D.D. I think  
 we could well tell of it. R

Yes. I have al-  
 ready spoken  
 to Sullivan -

62-102693-107  
 1723



Mr. Cerf asked that his regards be extended to the Director. He then commented that his wife was a cousin of Ginger Rogers and that on his honeymoon in Washington the Director had made a car available for him; that he personally always remembered the Director's kindness in this respect.

SUGGESTED CONTENTS  
OF  
PROPOSED HISTORY OF THE FBI

1908-1924

1. LAW ENFORCEMENT: 1900

-tell of conditions of law enforcement at the turn of the century, the role of the Department of Justice, problems which led to the establishment in 1908 of the FBI by Attorney General Charles J. Bonaparte.

2. THE FBI IN WORLD WAR I

-tell about the very early years of the FBI, its jurisdiction, the beginnings of Federal enforcement, role in World War I re espionage and other wartime investigations. This would emphasize the haphazard nature of the Bureau's beginnings.

3. NEW PROBLEMS IN THE EARLY 1920's

-the rise of Communism as result of the Russian Revolution, the founding of the Communist Party, USA in September, 1919, crime conditions, lack of foresight in developing an efficient investigative agency.

4. THE PALMER RAIDS AND RELATED CRITICISMS

-arrests of Communists, deportations, role of Department of Justice and Department of Labor, Mr. Hoover's position; Sacco - Vanzetti.

5. THE FBI IN 1924

-great need for reorganization, political corruption, lack of efficiency, relation of Seat of Government to field divisions, beginnings of identification orders to locate fugitives.

6. MR. HOOVER BECOMES DIRECTOR

-introducing Mr. Hoover, began as attorney in Department of Justice in 1917, advancement to other positions

*12-15-24*  
*6-17-24*

ENCLOSURE

in the Department, his selection by Attorney General Stone in 1924 to become Director of the FBI, changes instituted by Mr. Hoover, policies set, as high personnel standards, FBI to be nonpolitical, etc.

### 1924-1930

#### 7. ESTABLISHMENT OF IDENTIFICATION DIVISION, 1924

-one of first acts of Mr. Hoover, fingerprint clearing-house now established, sketch previous history of fingerprints, Bertillon system, role of IACP, foundations laid for future growth.

#### 8. UNIFORM CRIME REPORTS

-in 1930, by Act of Congress, FBI authorized to collect crime statistics, tell of early beginnings, again stressing that the foundations for development are being laid.

#### 9. A NEW FBI IS BEING FORMED

-this chapter would tell of the administrative changes being put into operation - SAC letters, field offices, training school for agents, the gradual weeding out of inefficiency, etc.

#### 10. CRIME IN THE LATE 1920's.

-give specific examples of some of the cases handled by the FBI, tell of handicaps encountered because of lack of interstate jurisdiction, lay groundwork for the beginning of gangster era, show Bureau as getting prepared for new tasks.

### 1930-1939

#### 11. BEGINNINGS OF GANGSTER ERA

-set forth conditions which gave rise to criminal gangs, the Lindbergh kidnaping and the Bureau's role, other examples of terrorist activity, show how local law enforcement unable to cope with problem.

#### 12. PASSAGE OF FEDERAL CRIME BILLS

-public demand led to passage of number of new Congressional acts (kidnaping, bank robbery, extortion, etc) giving the FBI jurisdiction. Show how the FBI, being prepared, was able to take immediate and effective action.

13. THE FBI MEETS THE GANGSTER MENACE

-would show actual cases, as Dillinger, Karpis, Barkers, etc., and how their gangs broken up.

14. NEW CONCEPT OF LAW ENFORCEMENT

-as result of FBI's action in the gangster era, entire Nation saw the effective results of a new type of law enforcement agency created by Director Hoover, show impact of this concept on local law enforcement, now idea of law enforcement as a profession, need for cooperation, training and high standards.

15. FBI NATIONAL ACADEMY

-this new concept mirrored in the establishment in 1935 of the FBI National Academy - tell of organization.

16. FBI LABORATORY

-show result of scientific crime detection, establishment of FBI Laboratory in 1932. The organized gang has ceased to be a threat to the welfare of the Nation, but a new menace was looming.

1939-1941

17. NEW CLOUDS ON THE HORIZON

- the international scene was drastically changed by the rise of Hitler to power in 1933 - his associations with Italy - their many sympathizers in the US - the impact of totalitarian concepts on our Nation - Presidential Directive of 1939.

18. FBI PREPARATIONS

-FBI secured coverage on German-American Bund, also on Italian and Japanese organizations - role of informants, custodial detention program, visit of Mr. Clegg to England, Duquesne Case.

19. PEARL HARBOR

-the day of infamy, tell of FBI actions, arrest of aliens, action against Embassy personnel.

1941-1945

20. WARTIME ACTIVITIES OF THE FBI

-denaturalization, repatriation, visa and exit control, Selective Service, foreign funds, export control, neutrality act, etc.

21. THE FBI DEFEATS THE AXIS ESPIONAGE AGENTS

-tell of FBI's fight against Axis intelligence apparatus, various cases, as Dickenson, etc. Also cooperation with Army and Navy.

22. NAZI INVASION OF AMERICA FAILS

-here would be the eight Nazi saboteurs, then other cases, tell of plant protection program, American Legion contacts, etc.

23. KEEPING BOTH EYES OPEN

-the FBI was alert, not only to Axis subversion, but also to Communist infiltration, tell of Bureau's work against Communism, identifying Communists, Communist espionage cases, etc.

24. VICTORY IS WON

-tell of Bureau accomplishments in war, as Selective Service, no slacker raids, no successful sabotage, espionage kept under control, detention of aliens, tell of tribute to FBI from official German documents (this might even be worth a separate chapter as State Department has published documents from Nazi sources showing reaction of Germans; also have Bureau interviews with high Nazi officials).

25. THE FBI AS A GOVERNMENT AGENCY

-tell how Bureau met the emergency, training of agents, new procedures, growth of Identification Division and Laboratory, more about the new type of professional law enforcement, devotion to civil liberties.

1945-1955

26. THERE MUST BE NO LETDOWN

-the Axis enemy had been vanquished, but there must be no letdown, there was another enemy, Communism - tell how the Bureau's investigations shifted from war to "cold war" atmosphere, Silvermaster espionage case, Communists in Government, Coplon case.

27. THE CRIME OF THE CENTURY

-tell of Fuchs-Gold case of stealing of atom bomb, documents, also Rosenberg case. Continuing fight against Russian espionage.

28. NEW RESPONSIBILITIES

200  
1945-1955  
-the "cold war" brought ever greater responsibilities, but the FBI, created by Mr. Hoover, could meet the emergency - Loyalty of Government Employees program, other applicant type investigations, name checks, Atomic Energy Act investigations, etc.

29. THE PROTECTION OF CIVIL LIBERTIES

-emphasize the standards of protecting the innocent, stress on civil liberties, careful investigations, Civil rights cases - decrease of lynchings.

30. POST-WAR CRIME

-tell of shift in type of crimes after war, the increase reflected in Uniform Crime Reports, increase in bank robbery, etc. Tell how FBI moved to handle the situation.

31. ATTACKS AGAINST THE FBI

-how Communists accuse Bureau of being a Gestapo, other attacks, etc.

32. COMMUNISM AS AN ENEMY

-tell of Bureau's work against Communism, Smith Act trials, value of informants, how Communist Party operates, fronts, infiltration of labor unions, etc.

33. THE CONCEPT OF THE FBI ON AMERICA

-tell of high regard people hold for FBI, faith in Director, protecting civil liberties, how Bureau not become a Gestapo, Director against national police.

34. *THE DIRECTOR*

*-this chapter would tell about the Director as a person, how he operates in his office, how he runs the FBI, his opinions on juvenile delinquency, etc.*

35. *THE FUTURE*

*-the FBI looks with confidence into the future, ready to continue as a protector of the Nation's security.*

September 30, 1955

PERSONAL

Mr. Bennett Cerf  
Random House, Inc.  
457 Madison Avenue  
New York 22, New York

Dear Mr. Cerf:

Mr. Nichols has discussed in detail with me his conference with you yesterday over the proposed history of the Bureau and, naturally, we are delighted that you are to undertake the publication of such a book with Don Whitehead as the author.

You may rest assured that this project will receive our enthusiastic cooperation in line with the discussion Mr. Nichols has had with both Mr. Whitehead and you. I will, of course, be glad to personally render every possible assistance to the project which is possible for me to do.

With best wishes and kind regards,

Sincerely yours,

J. Edgar Hoover

RECORDED-37  
INDEXED-37

cc - Mr. Jones

LBN:ptm  
(4)

Tolson \_\_\_\_\_  
Boardman \_\_\_\_\_  
Nichols \_\_\_\_\_  
Belmont \_\_\_\_\_  
Harbo \_\_\_\_\_  
Mohr \_\_\_\_\_  
Parsons \_\_\_\_\_  
Rosen \_\_\_\_\_  
Tamm \_\_\_\_\_  
 Sizoo \_\_\_\_\_  
Winterrowd \_\_\_\_\_  
Tele. Room \_\_\_\_\_  
Holloman \_\_\_\_\_  
Gandy \_\_\_\_\_

(Cover Memo Mr. Nichols to Mr. Tolson 9-30-55 re: History of Bureau)

COMM - FBI  
OCT 3 1955  
MAILED 30

OCT 13 1955



September 30, 1955

PERSONAL

Mr. George E. Sokolsky  
300 West End Avenue  
New York 23, New York

Dear George:

This is just a personal note to tell you how much I appreciate the interest which you have taken in the project which is being worked out with Mr. Bennett Cerf of Random House. Your counsel and advice were most sound and I certainly feel that you have gotten the project off to a very good start.

It is so characteristic of you to devote your own time and energy in getting this project launched and I want you to know how deeply I appreciate both personally and officially what you have done.

With best wishes and kind regards,

Sincerely,

*Edgar* 62-102193-4

cc - Mr. Jones

LBN:ptm  
(4)

RECORDED-37  
INDEXED-37

OCT 7 1955

9-30-55

(Cover memo Mr. Nichols to Mr. Tolson/re: History of the Bureau)

Tolson \_\_\_\_\_  
Boardman \_\_\_\_\_  
Nichols \_\_\_\_\_  
Belmont \_\_\_\_\_  
Harbo \_\_\_\_\_  
Mohr \_\_\_\_\_  
Parsons \_\_\_\_\_  
Rosen \_\_\_\_\_  
Tamm \_\_\_\_\_  
Tizoo \_\_\_\_\_  
Winterrowd \_\_\_\_\_  
Tele. Room \_\_\_\_\_  
Holloman \_\_\_\_\_  
Gandy \_\_\_\_\_

COMM - FBI  
OCT 13 1955  
MAILED 30

## Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tolson *[Signature]*

FROM : L. B. Nichols *[Signature]*

SUBJECT: HISTORY OF THE BUREAU

DATE: Sept. 30, 1955

Tolson ☒

Boardman ☒

Nichols ☒

Belmont ☒

Harbo ☒

Mohr ☒

Parsons ☒

Rosen ☒

Tamm ☒

Sizoo ☒

Winterrowd ☒

Tele. Room ☒

Holloman ☒

Gandy ☒

I saw Bennett Cerf, the head of Random House in New York, on Thursday, September 29th. George Sokolsky had arranged a luncheon-meeting at a private dining room at the Lotos Club and, of course, Sokolsky had previously talked to Cerf about the project.

I outlined to Cerf that we had long thought that there should be an authoritative book which would give a very accurate and objective picture of the Bureau's development, its activities, its operating policies, its procedures, insofar as there was no conflict with security, and its accomplishments. I pointed out that considerable confusion had grown up over the years and that a good history of the Bureau had never been written; that we had now felt that the time had come when this should be done; that we had had numerous approaches from various publishers; that we had been very happy with the manner in which Random House had handled the Quentin Reynolds' book on the Bureau and that through the handling of this book he had had an opportunity to gauge the market-ability of such a book. I told him that we felt such a book should be handled as a straight commercial project; that we were anxious to see such a book on the library shelves where individuals interested in the truth could ascertain what the truth is and exactly what the Bureau had done and had not done.

Cerf stated that from the time that George had first mentioned this to him he had been very much excited over the project and that he would undertake the publication of such a book. In fact, he felt that it would not only be a sound business proposition, but that it would be a public service and it would be a prestige book which Random House would be proud to present. Cerf then raised the question of the authorship. He had previously talked to George in terms of some big name author.

I pointed out to Cerf that we felt that what was needed was a top notch reporter to give a factual account of what had taken place. I then outlined our experiences with Don Whitehead. I gave Cerf a brief account of Whitehead's background, and told him of Whitehead winning two Pulitzer prizes. Cerf stated that this was enough for him and that he would be perfectly willing to have

cc - Mr. Jones

Enclosures

LBN:ptm

(4)

RECORDED-37

INDEXED-37

NOV 1 1955

260

10-3-55

Memorandum for Mr. Tolson from L. B. Nichols

RE: HISTORY OF THE BUREAU

Whitehead proceed. I then outlined to him that Whitehead would probably, of course, have to have a leave of absence; that Whitehead did not have the means to finance himself. Cerf stated that this would be no problem; that he would finance the matter. He then inquired what it would take. I pointed out that Whitehead was making \$15,000 a year. I explained exactly the extent of our own cooperation and Cerf felt that the book could be prepared in six months and that he would put up \$7500 immediately to get the project started. I then pointed out to Cerf that Whitehead had the problem of getting a leave of absence and getting the approval of the Associated Press for him to do the project and that I would talk to Whitehead immediately upon my return and then communicate with Cerf so that Cerf could get in touch with Whitehead directly and that so far as the fiscal arrangements were concerned since this was purely a commercial proposition that was something that could be worked out between Whitehead and Cerf.

I then outlined to Cerf our specific conditions; namely, that we would want to check the manuscript for accuracy; that our cooperation would be for the purposes of preparing a book and for no other purposes, and therefore the Bureau would have the approval of syndication, serialization, foreign publications, radio, TV and motion picture rights; that it had to be precisely understood that any information furnished could be utilized only for the book and for no other purpose; that the proprietary interest in the book through the control of copyright would be tied up in such a manner as to give the Bureau protection and that finally, we would not undertake the book unless the publisher would agree to give it a top billing on his list and to publish it. Cerf stated he would promise to do this.

I outlined to Cerf briefly what we had in mind so far as content was concerned and showed him the preliminary outline we had gotten up. He was very much excited over the outline and wanted to keep a copy. I told him, however, that we would send him a copy after we had had a chance to get it in better shape as I had made several penned notations on it.

He then inquired whether this was the first time the Bureau had agreed to proceed in the manner in which we agreed to proceed and I told him that it was. He then stated that there should be some way whereby the public should know that this book is authentic. I told him that this would be no problem; that we would publicly endorse the book and that if the agreement was carried out we would publicly attest to the accuracy of the book. Cerf then raised the point of the

Memorandum for Mr. Tolson from L. B. Nichols

RE: HISTORY OF THE BUREAU

possibility of a brief foreword by the Director. I told Cerf that this was something that could be worked out and I felt certain the Director would be glad to do a foreword if the book were prepared in line with our plans and fulfill the purposes which we hoped. He thought that this would give the book a tremendous value. He then raised the question of the length of the book. I told Cerf that we felt that this was a matter of detail; that the book should not be too lengthy and that it should be a book that could be placed in the competitive market with nonfiction books. He, Cerf, stated that he thought the book should be kept within the four to five dollar price range and that this would be in the neighborhood of 300, 400 or even 500 pages. He thought, however, that the author should tell the story first, even if the book took 1000 pages and that once this was done, then an election could be made as to condensation, elimination and the like. Cerf stated that he was ready to proceed immediately.

Upon my return I called Don Whitehead. I outlined to Whitehead the general terms of my conversation with Cerf. Whitehead was genuinely excited over the matter. His personal schedule is such that he can clean up everything at the AP and start on November 1st. In the meantime, he will work nights and weekends in reading the books that have already been written and in preliminary work. He felt that six months would be ample time in which to do the job. I again outlined our terms to Whitehead. He is thoroughly agreeable to everything. In fact, Whitehead made the comment that he was already beginning to feel the tremendous responsibility that was being placed on him because the situation now was different than with the AP because he was telling our story and he wanted to do it in a way we wanted it done. I told Whitehead we wanted objectivity and that we wanted to be absolutely accurate and that the book itself had to be one hundred per cent foolproof because it had to stand the test of time and scrutiny. Whitehead agreed that this was the only way he would want to do it.

While Whitehead was in my office, I called Cerf. Cerf briefly talked to Whitehead, made the proposition to him which Whitehead accepted. Cerf told him that he was to consider this conversation as the understanding which would be confirmed later with the usual contracts and so forth. Cerf further told

Memorandum for Mr. Tolson from L. B. Nichols

RE: HISTORY OF THE BUREAU

Whitehead that he, Cerf, had agreed to the conditions which I had outlined to him and that the author would also have to agree to the conditions. Whitehead stated he had already agreed to the conditions which he thought were reasonable. Whitehead is to now take the matter up with the AP, secure the necessary approvals there and then the matter will be formalized between Whitehead and Cerf.

Cerf is coming to Washington the evening of November 2nd, to make a speech for the Treasury Department on November 3rd and I have arranged to have Cerf and Whitehead for dinner on that evening. Cerf told me yesterday and reiterated this morning that he wanted our conditions in writing because after all he had an organization that automatically has certain procedures to follow in connection with a book and he wanted everybody to understand that this book was to be handled on a little different basis than the ordinary book. I think the simplest way of handling this is by preparing a memorandum of agreement which Whitehead can sign, which Cerf can sign and which I can sign on behalf of the Bureau. Such a memorandum will be prepared.

In the meantime, I suggest the attached notes to Sokolsky and to Cerf.

✓  
11-3-68  
VBS

October 21, 1955

Mr. Nichols: *4-11-13-15*

In 1943, the Library of Congress was presented the complete papers of the late Senator George W. Norris of Nebraska, who you will recall was extremely critical of the FBI in connection with the Detroit Spanish Loyalist Recruiting Case in 1940.

The collection of papers of Senator Norris is available for public review in the Manuscript Unit of the Library of Congress and must be reviewed in the Manuscript Unit, Room 3005 of the Annex Building.

Unless you feel otherwise, I will send someone up there to review these papers to determine, if possible, exactly who had contacted Norris in connection with the Detroit Case. If we can definitely show with whom he was in contact and then determine the background of these individuals, I believe it will be possible to show that "Commies" had hoodwinked him.

M. A. Jones

I think we should do this to use in the history.

GEM:afb

*164-114113-15*  
NOT RECORDED

102 NOV 17 1955

- YES.

H.

## Office Memorandum • UNITED STATES GOVERNMENT

TO : MR. A. H. BELMONT

DATE: October 31, 1955

FROM : W. C. Sullivan

SUBJECT: THE HISTORY OF THE FBI  
By Don Whitehead  
ADMINISTRATIVE

*[Handwritten initials]*

Tolson	_____
Boardman	_____
Nichols	_____
Belmont	_____
Harbo	_____
Mohr	_____
Parsons	_____
Rosen	_____
Tamm	_____
Sizoo	_____
Winterrowd	_____
Tele. Room	_____
Holloman	_____
Gandy	_____

*[Handwritten initials]*

*et*

Enclosed you will find a copy of Mr. Nichols' memorandum to all Assistant Directors dated October 18, 1955. He included an outline which most certainly is a very good one for journalistic purposes. On this subject, I would like to make the following three points:

*[Handwritten signature]*

1. As you know, pursuant to the Director's instructions, I have been gathering and preparing material for a heavy reference and textbook type of study on the FBI. At this time, I have on hand some 851 rough draft pages. Other material is in preparation. Also on hand are 30 odd photographs, exhibits, et cetera, suitable for inclusion in the book. Divisional heads and supervisors have been extremely helpful and cooperative not only in providing source data but also in offering excellent ideas and suggestions for the book.
2. This material I am turning over today to Mr. Nichols. Much of it can be adapted to the book to be prepared with the collaboration of Don Whitehead. I have more material in preparation, including a chapter on the SIS program, which the Director wants to have included in this book. This also will be turned over to Mr. Nichols. Taken as a whole, this material should contribute something substantial to expediting and facilitating the completion of Whitehead's writing.
3. If there is anything else I can do in this matter, I am, of course, immediately available.

RECOMMENDATION:

None. This is for the information of the Director, Mr. Nichols and yourself.

Enclosure *[Handwritten signature]*

WCS:mjh

(9)

1 - Mr. Boardman

1 - Mr. Nichols

1 - Mr. Belmont

1 - Mr. Mohr

1 - Mr. Mason

1 - Mr. Rosen

1 - Mr. Tamm

1 - Section tickler

RECORDED

62-112673-6

NOV 8 1955

CRIME REC

## Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tolson ✓

DATE: November 8, 1955 ✓

FROM : L. B. Nichols ✓

SUBJECT:

*History of the F.B.I.*

At 11:40 a.m. this morning [ ] of International News Service (INS) advised Mr. McGuire that he has been requested by the New York Office of INS to check with the Bureau in Washington on a tip that INS had that Random House was doing a book on the Bureau that was to be an authorized story by the FBI. [ ] stated that his New York Office could not check with Random House today in view of the fact that election day is a holiday in New York City and all businesses are closed. [ ] was told that we would check and call him back.

*CLAIMED* I suggest that we call [ ] back and advise him that it would be inappropriate to make any comment, but that for his own information we are doing a book on the Bureau, but we do not want to say anything officially at this point until the book is written.

cc - Mr. Jones

JJM:ptm  
(3)

*this looks like  
an inspired  
request for  
information*

*This is a crude  
maneuver  
don't like it*

62-102693- ✓

66 NOV 15 1955

Tolson ✓  
Boardman ✓  
Nichols ✓  
Belmont ✓  
Harbo ✓  
Mohr ✓  
Parsons ✓  
Rosen ✓  
Tamm ✓  
 Sizoo ✓  
Winterrowd ✓  
Tele. Room ✓  
Holloman ✓  
Gandy ✓

10 NOV 10 1955

b6  
b7C



Mr. Tolson	✓
Mr. Boardman	✓
Mr. Nichols	✓
Mr. Belmont	✓
Mr. Harbo	✓
Mr. Mohr	✓
Mr. Parsons	✓
Mr. Rosen	✓
Mr. Tamm	✓
Mr. Sizoo	✓
Mr. Winterrowd	✓
Tele. Room	✓
Mr. Holloman	✓
Miss Gandy	✓

*July 200*

ALL INFORMATION CONTAINED  
HEREIN IS UNCLASSIFIED  
DATE 12/6/89 BY SP-7 mac/89  
# 289,034

By DOROTHY KILGALLEN

Random House has snared a publishing plum  
— permission to do the first authorized story of the FBI, with  
J. Edgar Hoover's co-operation. A Pulitzer Prize winning  
journalist will write the book.

NY JOURNAL AMERICAN

1955

PAGE 24 L  
FINAL EDITION

J. EDGAR HOOVER

PUBLIC RELATION MATTER

BUFILE: 80-

*62-162693*

*I just don't like  
the deliberate ignoring  
of our wishes re this  
by Ceph from whom  
this had to come.*

RECORDED-99

16 NOV 21 1955

1 AUTO-STAT MADE 11-15-55  
JTW

71 NOV 23 1955

UNRECORDED COPY FILED IN 62-162693

## Office Memorandum • UNITED STATES GOVERNMENT

TO : Director, FBI

FROM : SAC, New Orleans (80-119)

SUBJECT: HISTORY OF THE FBI  
BY MR. DON WHITEHEAD

DATE: November 21, 1955

Attention: Assistant Director L. B. NICHOLS

With reference to Assistant Director NICHOLS' request for whatever information might be available concerning the Bureau's participation in the investigation of the Ku Klux Klan involving the lynching of FILLIMORE WATT DANIELS and THOMAS FLETCHER RICHARDS in Louisiana in 1922, there are enclosed herewith the original and two copies of a memorandum prepared by Special Agent ZACK J. VAN LANDINGHAM reflecting a review of Times-Picayune newspapers for the years 1922 and 1923.

This memorandum will reflect that certain agents of the Department of Justice, namely A. E. FARLAND, J. D. ROONEY, J. P. HUDDLESTON and W. M. ARKENS, actively participated in this investigation, having been loaned to the Attorney General of the State of Louisiana after Governor JOHN M. PARKER of Louisiana and Attorney General of Louisiana A. V. COGO had personally conferred with President HARDING and U. S. Attorney General H. M. DAUGHERTY in Washington, D. C. These agents were variously described as Secret Service operatives of the Department of Justice under WILLIAM J. BURNS, Director of the Bureau of Investigation. The newspaper articles also mentioned CLARENCE B. KEAN, head of the Baltimore Office of the Department of Justice, and Colonel GEORGE R. SHANTON, Superintendent of the New Orleans Division of the Department of Justice, as assisting in various angles of the investigation.

The lynching of RICHARDS and DANIELS took place on August 24, 1922. Investigation continued until an open hearing was held from January 5 to January 25, 1923. Evidence was presented to the State Grand Jury, Bastrop, Louisiana, in March, 1923, and no bills were returned. Thereafter the Attorney General of Louisiana filed thirty-one criminal informations. As a result, a number of the members of the Ku Klux Klan were fined five and ten dollars each for carrying concealed weapons and trespassing.

Enclosures (3) ENCL  
ZJVL:mas  
(3)

RECORDED-92  
INDEXED-92

EX-126

2 NOV 22 1955

CHIEF OF BUREAU

KU KLUX KLAN  
FILLIMORE WATT DANIELS - VICTIM  
THOMAS FLETCHER RICHARDS - VICTIM  
CIVIL RIGHTS

BACKGROUND

Bastrop, Louisiana, the parish seat of Morehouse Parish, was a stronghold of the Ku Klux Klan in the early 1920's. Mer Rouge, Louisiana, population 1000, also in Morehouse Parish, was composed principally of an anti-Ku Klux Klan faction, although there was a Ku Klux Klan faction in this town headed by Dr. B. M. McKoin. A strong feud existed between Bastrop and Mer Rouge. Dr. B. M. McKoin had, on August 12, 1916, shot and killed Dr. K. P. Thom of Gallion, Louisiana. A coroner's jury had exonerated Dr. McKoin, claiming he shot in self-defense. This fact was disputed by many who pointed out that Dr. McKoin had deliberately looked up Dr. Thom and shot him in the back and that Dr. Thom had no weapon.

On July 22, 1922, an alleged attempt was made to assassinate Dr. B. M. McKoin by firing into his automobile. Dr. McKoin was a former mayor of Mer Rouge. He had, allegedly, received several threatening letters telling him to move from town, and he did move to Monroe, Louisiana, the first part of August, 1922.

On August 24, 1922, Mer Rouge was playing a baseball game at Bastrop and hundreds of the citizens of Mer Rouge had gone to attend this game. After the game and while the cars from Mer Rouge were proceeding home, there suddenly appeared a few miles out of Bastrop a mob of some 35 to 50 men dressed in robes with black hoods over their heads. They possessed guns and forcibly stopped the cars, searching each one. They took from the cars Thomas Fletcher Richards, Fillimore Watt Daniels, W. C. Andrews, Tot Davenport and J. L. Daniels, the 76-year-old father of Watt Daniels. Tot Davenport was released by the hooded mob as a case of mistaken identity. W. C. Andrews and J. L. Daniels were taken into the woods by one group of men and were stripped and severely beaten because they claimed they did not know the names of the individuals who had attempted to assassinate Dr. McKoin. Thomas F. Richards and Watt Daniels were never seen alive again.

A State Grand Jury met at Bastrop, Louisiana, in September, 1922, and, according to some witnesses who appeared before this body, only a few perfunctory and inconsequential questions were asked. These witnesses described the deliberations of this body as a farce. It was known that a majority of the State Grand Jury were members of the Ku Klux Klan. Nothing resulted from this State Grand Jury. During this time, Governor John M.

COPIES DESTROYED  
169 DEC 14 1964

RECORDED

C2-102673-8

*Enclosure to...*  
11/21/55  
FBI

Parker and Attorney General A. V. Coco of the State of Louisiana were vigorously pushing an investigation. However, no headway was being made and the Grand Cyclops of the Morehouse Parish Ku Klux Klan, Captain J. K. Skipworth, was openly flouting the constituted authority of the State of Louisiana. It was known that the Sheriff of Morehouse Parish, Fred Carpenter, and the District Attorney were both members of the Ku Klux Klan.

In November, 1922, Governor Parker and Mr. Coco, after a personal conference with the President of the United States and the Attorney General of the United States, secured the assistance of four Department of Justice agents who, for several months, worked under the jurisdiction of the Attorney General of the State of Louisiana and gathered a considerable amount of evidence. Dr. B. M. McKoin was subsequently arrested in Baltimore, Maryland, where he had gone in October, 1922. After a considerable legal battle in attempting to get him removed, Dr. McKoin agreed to return voluntarily to Louisiana to face charges of kidnaping and murder. The State also arrested T. J. (Jeff) Burnett, a former Deputy Sheriff of Morehouse Parish, charging him with the murder in this case. A hearing was demanded and Judge Odom gave an open hearing to these two defendants which began on January 5, 1923, and lasted until January 25, 1923. Several detachments of the Louisiana National Guard were called out to keep order and to protect witnesses. Nevertheless, during the time this hearing was taking place, several important witnesses were kidnaped by the Ku Klux Klan and prevented from appearing and testifying.

A State Grand Jury was convened in March, 1923, at Bastrop, Louisiana. Although considerable damaging evidence had been developed identifying numerous individuals in the mob who had kidnaped Richards and Daniels, the Grand Jury failed to return any indictments. The bodies of Richards and Daniels had previously been found in Lake Lafourche, Louisiana. The bodies, although headless and without arms or legs, had been positively identified through their clothing and through a watch of one of the victims which was still in his clothes. Evidence presented by doctors from New Orleans and from the Louisiana Medical School who performed examinations was to the effect that the two victims had been crushed to death and all of their bones had been broken, apparently by the use of some diabolical torture machine reminiscent of the darkest ages of medieval Europe.

After the State Grand Jury had failed to return any indictments, Attorney General Coco, of the State of Louisiana, filed 31 criminal informations. As a result, fines amounting to five to ten dollars or five days in jail were levied against a number of persons who had been identified in the mob. They were charged with various misdemeanors such as carrying concealed weapons and trespassing.

#### DOCUMENTATION

Mayor R. L. Dade, Mer Rouge, Louisiana, invokes U. S. aid because of threatening letters sent him as a result of the lynchings in Morehouse Parish. (Times-Picayune, New Orleans, Louisiana, September 15, 1922, Page 1, Column 1.)

Governor John M. Parker and Louisiana Attorney General A. V. Coco had two-hour conference with President Harding and U. S. Attorney General H. M. Daugherty in Washington, D. C., for the purpose of securing the continued cooperation of the Department of Justice in ferreting out the Mer Rouge crimes. (Times-Picayune, November 25, 1922, Page 2, Column 7.)

Washington Post charges Louisiana in a state of vassalage to the "invisible empire" as a result of an appeal to Washington for Federal protection by Morehouse Parish citizens. (Times-Picayune, November 28, 1922, Page 5, Column 1.)

U. S. Attorney General Daugherty rendered opinion that the illegal acts attributed to the Ku Klux Klan fall within the police power of the several states and the United States Government has no jurisdiction over such matters. (Times-Picayune, December 5, 1922, Page 9, Column 1.)

Professional divers from St. Louis, together with State and Federal Government investigators, searching lakes in Morehouse Parish for bodies of victims. This article goes on to state the Federal Government became interested because of charges made that national laws dealing with interstate commerce, conspiracy and tampering with the mails had been broken. Also, telephone and telegraph wires had been cut and threatening letters had been sent through the mails. The article states the Louisiana National Guard had been called out to protect the divers and searchers of the lakes and that all citizens were armed with shotguns and rifles for their own protection. Sheriff Fred Carpenter had refused to cooperate with the National Guard or to confer with the Captain. Thereupon, Governor Parker had ordered Sheriff Carpenter to go to Mer Rouge and cooperate with the National Guard. The article stated that Department of Justice agents had been working on the case for the past several months. (Times-Picayune, December 22, 1922, Page 1, Columns 5 and 7.)

The victims' bodies were found in Lake Lafourche sixteen miles south of Mer Rouge when apparently the Ku Klux Klan had set off 2000 pounds of dynamite to destroy the bodies and prevent the divers from locating the bodies. The opposite effect had occurred as the bodies had risen to the surface of the lake and were found. Additional troops were ordered into the parish by Governor Parker. The soldiers fired on several men who were apparently attempting to hamper the searchers at one of the lakes. (Times-Picayune, December 23, 1922, Page 1, Columns 5, 6 and 7.)

A. E. Farland, Department of Justice agent, had charge of the investigations into the deaths of the two victims and the alleged activities of the Ku Klux Klan. When the victims' bodies were found, they were turned over to Farland. (Times-Picayune, December 23, 1922, Page 1, Column 7.)

Four Government men described as Secret Service operatives working under the direct supervision of William J. Burns, Director of the Bureau of Investigation of the Department of Justice, were assisting in the investigation. These individuals were A. E. Farland (in charge), J. D. Rooney, J. P. Huddleston and W. M. Arkens. The press gave credit to the agents for obtaining the information of the victims' bodies being located in Lake Lafourche. The article stated that the United States Government, through the Department of Justice agents, had information that would be used in a thorough probe into Ku Klux Klan activities; further, that the agents would soon swear out warrants and Sheriff Carpenter would be asked to serve the warrants. (Times-Picayune, December 23, 1922, Page 14, Column 1.)

Federal operators, according to the press, taught members of the Ku Klux Klan a lesson they would never forget. The article states that Klansmen now have more profound respect for the investigating branch of the United States Government as the agents had clearly outwitted the Klan. (Times-Picayune, December 24, 1922, Page 3, Columns 2 and 3.)

Photograph of Federal Agent J. D. Rooney, described as a Secret Service man, assisting in the Ku Klux Klan investigation. (Times-Picayune, December 24, 1922, Page 1, Columns 2, 3, 4 and 5.)

Federal agents attempting to locate Dr. B. M. McKoin, former mayor of Mer Rouge and member of the Ku Klux Klan. (Times-Picayune, December 24, 1922, Page 1, Column 7.)

T. J. (Jeff) Burnett arrested on a State of Louisiana murder warrant as a result of evidence obtained by operators of the Department of Justice working on the case over three months. (Times-Picayune, December 24, 1922, Page 1, Column 8.)

"Justice Agent Plays Host." A. E. Farland, agent of Department of Justice in charge of investigation, was host at a Christmas dinner at a local restaurant. Guests were prominent individuals engaged in the Ku Klux Klan investigation. "The Department of Justice agents have made many friends among the best people of Mer Rouge by the manner in which they have conducted the investigation and their general bearing in the community." (Times-Picayune, December 26, 1922, Page 1, Column 6.)

Ku Klux Klan plotted to kidnap two Department of Justice agents, get their portfolio containing evidence, and kill the two agents. The agents learned of the plan through other agents acting under cover in the community. As a result the plan failed and Governor Parker ordered additional troops into the

area. (Times-Picayune, December 26, 1922, Page 1, Column 7.)

Federal agents know identity of those who dynamited lake. A violation of Federal laws for failure to keep records of sales of explosives. (Times-Picayune, December 27, 1922, Page 1, Column 6.)

Dr. B. M. McKoin arrested in Baltimore, Maryland, on request of Governor Parker. Department of Justice agents want to question him. (Times-Picayune, December 27, 1922, Page 1, Column 8.)

McKoin fights extradition. Federal agents say they have positive proof he was leader of mob. (Times-Picayune, December 28, 1922, Page 1, Column 8.)

Letters to Dr. McKoin threatening his life were declared by Department of Justice agents to have been written on Dr. McKoin's own typewriter. (Times-Picayune, December 28, 1922, Page 3, Column 2.)

U. S. Attorney P. H. Mecom attempted to interfere with Department of Justice investigation, claiming they were without authority as he had not requested their aid. He threatened to have them arrested. Mecom told KKK members this and that is when KKK attempted to kidnap and kill agents. (Times-Picayune, December 28, 1922, Page 3, Column 6.)

State and Department of Justice agents working close together in case. Numerous conferences between agents and Attorney General of Louisiana and special prosecutors. (Times-Picayune, December 29, 1922, Page 1, Column 8.)

Information of Federal agents being turned over to State officials who are handling legal aspects of case. Department of Justice agents given credit for unmasking evidence of kidnaping and killing victims. (Times-Picayune, December 29, 1922, Page 2, Column 3.)

Department of Justice agents characterized as star agents who had beat the Secret Service agents of the German Government to a frazzle during the World War. They have put the fear of God into Klan members. Teamwork of State and Federal Government wonderful to behold. (Times-Picayune, December 29, 1922, Page 3.)

Two additional Department of Justice agents being ordered to join four already on case. (Times-Picayune, January 1, 1923, Page 1, Column 7.)

Clarence B. Kean, head of Department of Justice at Baltimore, Maryland, cooperating with Louisiana authorities in attempting to remove Dr. B. M. McKoin to Louisiana. (Times-Picayune, January 2, 1923, Page 2, Column 3.)

Additional troops ordered into Morehouse Parish as a result of kidnaping of key witness Harold L. Teegerstorm. (Times-Picayune, January 3, 1923, Page 1, Column 8.)

Photographs of Federal agents of the United States Secret Service - Chief Farland, W. M. Arkens, J. D. Rooney. (Times-Picayune, January 3, 1923, Page 2.)

A. E. Farland of the Department of Justice testifies at State hearing in case. (Times-Picayune, January 6, 1923, Page 10.)

Judge Odom had ordered no one in court room could be armed except Sheriff and deputies. They disarmed A. E. Farland over his objection when he went in to testify. Farland immediately reported this to his Washington headquarters. Washington wired local authorities that unless Federal agents were given freedom and allowed to carry their guns, further Federal assistance to agents would be given, even if it meant sending United States troops to Bastrop, Louisiana. Judge Odom thereupon relented and permitted Federal agents to remain armed while in the court room. (Times-Picayune, January 7, 1923, Page 1, Column 7.)

Torture machine used to break bones of victims. Diabolic rack to crush men to death. Daniels was mutilated by skilled surgeon before death. (Times-Picayune, January 8, 1923, Page 1, Column 8.)

A. E. Farland, Department of Justice agent, ordered militia to place a protective guard over a private residence. Order countermanded by Adjutant General L. A. Toombs, who indicated Farland had no such authority and such orders could be given only by him. (Times-Picayune, January 10, 1923, Page 2, Column 6.)

Federal action to terminate Ku Klux Klan as a result of evidence gathered by Department of Justice agents under William J. Burns, Chief of the Bureau of Investigation, in Texas, Georgia, Louisiana, Florida, Oklahoma and Kansas. Important evidence turned up by Federal agents in Mer Rouge slaying being examined as possible violation of Section 19 of the Criminal Code. (Times-Picayune, January 12, 1923, Page 1, Column 6.)

A. E. Farland, in testifying at hearing, stated he was a Special Agent, Department of Justice, chief of the detail working under the jurisdiction of the Attorney General of Louisiana. Farland testified with reference to an apparent attempt to assassinate one of the key witnesses. (Times-Picayune, January 13, 1923, Page 3, Column 2.)

Department of Justice agents "loaned" to Louisiana Attorney General for investigation. U. S. Government closely watching developments with view of stepping in if positive proof developed that activities of masked mob which kidnaped and murdered Daniels and Richards extended outside of the State of Louisiana, some allegations having been made that members of the Arkansas KKK were brought in to do the actual kidnaping and murder. (Times-Picayune, January 15, 1923, Page 2, Column 3.)



Photograph of A. E. Farland, chief of Secret Service men investigating KKK, Morehouse Parish, who had a conference with Colonel George R. Shanton, Superintendent of the New Orleans Division of the Department of Justice. (Times-Picayune, January 16, 1923, Page 1, Column 7.)

Investigation by Colonel Shanton and Farland to locate a missing witness. (Times-Picayune, January 18, 1923, Page 2, Column 7, and Page 3, Column 2.)

Department of Justice agents searching for truck used to carry bodies of Daniels and Richards to Lake Lafourche as observed by a witness. (Times-Picayune, January 16, 1923, Page 1, Column 6.)

A. E. Farland, chief of squad of Department of Justice agents, acts as bodyguard to important witness in case. (Times-Picayune, January 20, 1923, Page 1, Column 5.)

A. E. Farland investigating activities of KKK in intimidating witnesses appearing before open hearing. (Times-Picayune, January 20, 1923, Page 1, Columns 7 and 8.)

Federal Department of Justice agents prevent kidnaping of key witness in case. Some Federal operators working under cover advised other Federal agents operating in the open of the plot. (Times-Picayune, January 22, 1923, Page 1, Columns 7 and 8.)

Federal Judge G. W. Jack charges Federal Grand Jury at Alexandria, Louisiana, regarding KKK activities in Morehouse Parish and the fact Federal laws had been violated. (Times-Picayune, January 23, 1923, Page 1, Column 6.)

Photographs of Department of Justice Operatives J. D. Rooney of Chicago and E. J. Geehan of Dallas, Texas, with an important missing witness they had located in Mississippi. (Times-Picayune, January 25, 1923, Page 1.)

No bills of indictment returned by Grand Jury at Bastrop, Louisiana. Majority of Grand Jury members of KKK. State Attorney General draws up 31 bills of information. (Times-Picayune, April 14, 1923, Page 1, Column 3.)

Fines of ten dollars or five days given to a number on misdemeanor charges such as carrying concealed weapons and trespassing. (Times-Picayune, November 9, 1923, Page 1, Column 7.)



## Office Memorandum • UNITED STATES GOVERNMENT

493

TO : Mr. Nichols

DATE: November 14, 1955

FROM : M. A. Jones

SUBJECT: PERSONNEL MATTERS IN THE FBI.

HISTORY OF THE F.B.I.

In accordance with your instructions, there is attached a rather voluminous memorandum prepared by [ ] of this Section covering various aspects of Bureau personnel matters. It is felt that this memorandum will be of considerable assistance to Mr. Whitehead in connection with his project. Beginning on page 49 there are several illustrations showing how Bureau employees have responded during the illness of fellow employees, etc.

Tolson \_\_\_\_\_  
Boardman \_\_\_\_\_  
Nichols \_\_\_\_\_  
Belmont \_\_\_\_\_  
Harbo \_\_\_\_\_  
Mohr \_\_\_\_\_  
Parsons \_\_\_\_\_  
Rosen \_\_\_\_\_  
Tamm \_\_\_\_\_  
Sizoo \_\_\_\_\_  
Winterrowd \_\_\_\_\_  
Tele. Room \_\_\_\_\_  
Holloman \_\_\_\_\_  
Gandy \_\_\_\_\_

Enclosures

(MAJ:mcq  
(2)

ENCLOSURE

RECORDED-27  
INDEXED-27

62-102693-10

13 DEC 6 1955

DEC 8 1955

PERSONNEL MATTERS IN THE FBI

TABLE OF CONTENTS

I. EARLY HISTORY

Need for Department of Justice Investigation Service . . . . .	1
First active steps July 1, 1903; investigative employees of Department; Sundry Civil Service Bill, May 27, 1908; new force.	
Bureau of Investigation . . . . .	3
New investigative unit named by Attorney General, March 16, 1909; laws which increased Bureau's responsibilities.	
Changes Incident to World War I . . . . .	4
War legislation added to Bureau's responsibilities-increased personnel; end of war brought decrease.	
Need for Reorganization . . . . .	6
Abnormally rapid growth of Bureau brought need for reorganization.	
New Chief - New Standards . . . . .	7
Attorney General Stone, 1924, saw need for readjustment of Bureau; Mr. Hoover accepts post on condition no politics involved; Mr. Hoover set up new standards of qualifications, field inspections.	
Fingerprint Records - Growth of a Division . . . . .	9
Bureau's Division of Identification created 1924; three sections-criminal, civil and Governmental; applicant prints in connection with employment in vital industry; Alien Registration Act of 1940 prints.	
ATTACHMENT: Job sheet for applicants to positions in Identification Division of FBI. (FD-242)	

**I. EARLY HISTORY (continued)**

**Additional Innovations . . . . . 11**

Reorganization of headquarters, 1924;  
Fugitive Division created, 1927; Manual  
of Rules and Regulations, April, 1928;  
training school for newly appointed  
Special Agents, 1929; new legislative  
authority in connection with finger-  
printing, September 1, 1930; interna-  
tional exchange of fingerprints, 1932;  
publication Fugitives Bulletin, 1932.

**Science Enters Law Enforcement . . . . . 12**

Establishment of Technical and Research  
Laboratory, 1932; value to law enforce-  
ment; increase in volume of work in  
connection with National Defense Program.  
ATTACHMENTS: Job sheets for applicants  
to positions in FBI Laboratory. (FD-264;  
267; 268; 269; 270)

**New Legislation . . . . . 14**

Change of administration in Washington,  
1933, brought changes in development of  
Bureau; so-called "gangster era"; enact-  
ment by Congress of 21 statutes in 1933,  
1934, known as "Crime Laws"; Special  
Agent force increased; Agents empowered  
to carry arms, etc.

**Personnel Training . . . . . 16**

Mr. Hoover recognized need for profes-  
sional training; Agent's training.  
ATTACHMENT: Job sheet for applicant to  
position as Special Agent. (FD-257)

**Federal Bureau of Investigation . . . . . 18**

New name adopted in 1935; field office  
set-up.

## II. INVESTIGATIVE FORCE

The Special Agent . . . . .	21
Qualifications; requirements; type of work; working hours; location of assignment.	
ATTACHMENT: Articles entitled "What Makes an FBI Man" and "What It's Like to Be an FBI Agent."	
Leave Privileges . . . . .	23
Types and amount of leave.	
Other Material Advantages . . . . .	24
Federal Employees Group Life Insurance; Special Agents' Insurance Fund; Special Agents Mutual Benefit Association (SAMBIA); Compensation Benefits for Service-Connected Injuries or Physical Impairments; Retirement and Survivorship Benefits; opportunities under Government Employees' Incentive Awards Program.	
Tenure of Service . . . . .	27
FBI is a career job; statistics re length of service.	
Turnover of Personnel . . . . .	27
FBI has one of lowest rates of turnover in Government; lower than industry.	

## III. NONINVESTIGATIVE FORCE

Recruiting Noninvestigative Personnel . . . . .	28
Where clerical employees come from; methods of recruiting; employment has no geographical limits.	
ATTACHMENT: Article entitled "A Career Is Born."	
Qualifications . . . . .	30
Have at least high school diploma; ample opportunities to continue education; no maximum age limitations; breakdown of male and female personnel and age groups; no restrictions on marital status.	

### III. NONINVESTIGATIVE FORCE (continued)

<b>Physical Requirements</b> . . . . .	31
Physical requirements for clerical personnel not as rigid as those for Special Agents; Director advocates hiring handicapped persons where possible; instances of employment of handicapped persons; results obtained most satisfactory.	
<b>Processing Applications</b> . . . . .	34
Filing written application; comprehensive interview with experienced FBI official; various written examinations; physical examination; background investigation.	
<b>Employee Investigations</b> . . . . .	35
Every applicant, Agent or clerical, undergoes same rigid type background check; job begins with appointment and entrance on duty; well-designed course of indoctrination, training and development.	
<b>Initial Indoctrination</b> . . . . .	36
New clerical employees for Washington assignments; Bureau's Housing Unit; landlords prize FBI employees as ideal tenants; two-day class orientation; Bureau's Health Service; tour of Headquarters; explanation of initial assignment.	
<b>On-the-Job Training</b> . . . . .	37
Report to assignment on third day; meet officials, supervisors, other employees; made to feel "at home"; necessary on-the-job training.	

### IV. THE FBI "FAMILY"

<b>A "We" Organization</b> . . . . .	39
Atmosphere of efficient mutual respect and cooperation; instances where clerical employees assist outside of assignment; assistance of Agents to local law enforcement.	
<b>Continuing Indoctrination</b> . . . . .	42
New employees given a 10-day orientation interview; numerous other progress interviews; semiannual divisional conferences.	

#### **IV. THE FBI "FAMILY" (continued)**

<b>Parents of Employees . . . . .</b>	<b>42</b>
FBI does not forget parents of employees; invites parents to visit.	
<b>Educational Encouragement . . . . .</b>	<b>43</b>
FBI encourages employees to use spare time to further education; splendid educational facilities of college and university level in and around Washington; guidance avail- able through Bureau's Personnel Section; Bureau also provides training courses in special fields.	
<b>Promotion Based on Merit . . . . .</b>	<b>43</b>
Promotion on merit system rather than blind seniority.	
<b>Incentive Awards . . . . .</b>	<b>44</b>
Mr. Hoover recognized value of tapping ingenuity of entire staff by encouraging suggestions; Government Incentive Awards System.	
<b>FBI Recreation Association . . . . .</b>	<b>45</b>
Availability of numerous planned recrea- tional and other social extracurricular activities; Athletic Association organ- ized, 1921; later FBI Recreation Associ- ation; employee magazine, "The Investigator"; various clubs, social activities; religious exercises.	
<b>System Jerks . . . . .</b>	<b>47</b>
Correspondence with former employees in military service.	
<b>Always Ready to Help . . . . .</b>	<b>43</b>
Assistance in time of emergency; instances where monetary or practical assistance given.	
<b>Consolidated Charity Plan . . . . .</b>	<b>51</b>
Mr. Hoover pioneered establishment of "one- package" FBI Employees Consolidated Charity plan.	



**IV. THE FBI "FAMILY" (continued)**

**Assistance Outside the "Family" . . . . . 52**  
**Instances where FBI employees assisted**  
**in emergencies to people not employed**  
**by the FBI.**

**Conclusion . . . . . 53**  
**No magic involved - just good, sound**  
**method.**

**DOCUMENTATION**

PERSONNEL MATTERS IN THE FBI

I. EARLY HISTORY

NEED FOR DEPARTMENT OF JUSTICE INVESTIGATION SERVICE

A few days prior to July 1, 1908, the first active steps were taken toward the organization in the Department of Justice of a comprehensive investigation service, for the purpose of collecting evidence for the use of the Government in cases pending or about to be commenced in the Federal courts, and also for the purpose of making such other examinations and investigations as the business of the Department might require.

Prior to that time the Department was employing and paying a large number of persons for investigative work of various kinds, which force consisted substantially of the following:

(a) From 10 to 20 persons, who were borrowed from the office of the Comptroller of the Currency from time to time, as occasion required, for the purpose of collecting evidence in cases involving violations of the national banking laws, and who were paid from \$15 to \$25 per day and actual expenses of travel and subsistence.

(b) From 2 to 20 or more persons, who were borrowed from time to time from the Secret Service division of the Treasury Department for the purpose of collecting evidence for use in various cases pending or about to be commenced in the Federal courts, who were paid from \$3 to \$6 per day and a per diem of \$4 in lieu of subsistence, together with actual expenses of travel, etc.

Tolson \_\_\_\_\_  
Boardman \_\_\_\_\_  
Nichols \_\_\_\_\_  
Belmont \_\_\_\_\_  
Harbo \_\_\_\_\_  
Mohr \_\_\_\_\_  
Parsons \_\_\_\_\_  
Rosen \_\_\_\_\_  
Tamm \_\_\_\_\_  
Trotter \_\_\_\_\_  
Sizoo \_\_\_\_\_  
Winterrowd \_\_\_\_\_  
Tele. Room \_\_\_\_\_  
Holloman \_\_\_\_\_  
Gandy \_\_\_\_\_

(c) About 50 persons, who were employed by this Department for the purpose of making investigations of various kinds in naturalization cases, and who were paid from \$900 to \$2,500 per annum and expenses.

U.S. G. 111

(d) Six men, who were permanently employed by the Department for the purpose of collecting evidence in matters involving violations of the peonage laws, and who received \$4 per day and \$3 in lieu of subsistence, together with actual expenses of travel, etc.

(e) Seven men, who were permanently employed by the Department in investigations in connection with land-fraud cases in the West, and who received from \$3 to \$5 per day and \$3 in lieu of subsistence, and also actual expenses of travel, etc.

(f) Twelve examiners holding statutory positions at salaries of from \$1,800 to \$2,500 per annum, and receiving actual expenses of travel and subsistence, who were charged with the duty of investigating the official acts, records, accounts, etc., of United States Attorneys, United States Marshals, clerks of United States courts, and United States Commissioners.

While all of the persons above mentioned were employed and paid by this Department, there was, prior to July 1, 1908, no general organization or systematic cooperation between the different forces. Moreover, there was, with a single exception (the examiners' force, to which reference will be made hereafter), an absence of any permanent, convenient record at the Department showing the nature, extent, or cost of the work performed by these persons. Furthermore, the force of Departmental examiners under the chief examiner was at that time the only investigative force of the Department having a definite organization, an officer in charge at Washington, and complete records showing the nature and extent of the work performed by it.

The passage of the Sundry Civil Service Bill of May 27, 1908, prohibited the continuation of the above-mentioned practice of borrowing

secret-service operatives from the Treasury Department. Accordingly, on July 26, 1908, because of this provision and for the purpose of systematizing the investigative work of the Department, nine men, who prior to that time had been connected with the Secret Service Division of the Treasury Department, were appointed as special agents of this Department. These men, together with the thirteen above-mentioned (who had for some time previously been employed by this Department for the purpose of collecting evidence in matters involving violations of the peonage and land-fraud statutes) and the twelve statutory examiners of this Department were organized into a general investigative service, and the chief examiner was placed in immediate charge of their work.

Upon consideration of the advantages accruing from the organization of this investigative service, a small force of bank accountants was organized as a part of the new unit to collect and prepare evidence in cases involving criminal violations of the national banking laws, with compensations of from \$1,800 to \$2,200, and in one instance of \$2,700, per annum, besides actual expenses, or a small, fixed per diem allowance in lieu of subsistence. This work had previously been done by bank examiners borrowed from the office of the Comptroller of the Currency.

#### BUREAU OF INVESTIGATION:

On March 16, 1909, the Attorney General issued an order naming this new unit of the Department of Justice the "Bureau of Investigation." The Department, therefore, secured the services of a thoroughly organized and generally efficient force of investigators at a minimum cost, and had available for reference at all times convenient, complete and permanent records, showing the nature, extent, and result or status

(1)  
and the cost of all such investigation.

The actual enforcement work of the revamped Department of Justice was, at first, principally internal, and the early development of the Bureau of Investigation was along lines of auxiliary enforcement, primarily because the Special Agents of the new force were still purely investigative officers without power to carry arms, serve process, or make arrests. Nevertheless, despite these handicaps, the work of the Bureau steadily increased, for, unlike state and local law enforcement agencies, its scope was quite broad, covering investigative activities in both civil and criminal fields.<sup>(2)</sup>

Investigations in connection with the Sherman Anti-trust Act so increased the Bureau's responsibilities that Congress was forced to make a special appropriation for the enforcement of the anti-trust laws to augment the annual appropriation for the expense of maintaining the Bureau for the detection and prosecution of crimes against the United States.<sup>(3)</sup> The jurisdiction of the Bureau was further expanded in 1910 by the passage of the Federal White Slave Traffic Act, more popularly known as the Mann Act, which made the transportation of females across state lines for immoral purposes a Federal offense. Enforcement of this important new law meant another considerable increase in the investigative activities of the Bureau.<sup>(4)</sup> In fact, by 1912, the Bureau had as many as fifty-three Special Agents working exclusively on white slave cases.<sup>(5)</sup>

#### CHANGES INCIDENT TO WORLD WAR I:

With the outbreak of the World War in 1914, and the active participation of the United States in the conflict, new problems of

law enforcement had to be faced. Prior to the entrance of the United States into the war, the Bureau had been concerned largely with investigations of matters affecting the neutrality of this country and especially of activities of foreign agents following the rupture of diplomatic relations with Germany. The almost overnight additional burdens resulting from our entrance into the war meant that the more ordinary everyday tasks had to give way to the new and more important demands of the moment. All this could not, of course, be carried on without a corresponding sizeable increase in the Bureau's personnel. Consequently, many additional Agents were employed in addition to those temporarily transferred from the Immigration Service. Closer cooperation was effected with the field forces of other Government agencies -- the Departments of the Post Office, Agriculture, Interior, and Internal Revenue Service of the Treasury. In addition, the Department of Justice encouraged the organization of local volunteer citizens' committees for the purpose of being on the lookout for disloyal or enemy citizens and generally acting as auxiliaries to the Bureau of Investigation.<sup>(6)</sup>

Throughout the period of World War I, the activities of the Bureau, as well as the Bureau itself, continued to grow. War legislation such as the Selective Service and Training Act,<sup>(7)</sup> the Espionage,<sup>(8)</sup> Trading with the Enemy,<sup>(9)</sup> and Sabotage Acts,<sup>(10)</sup> continued to add to the Bureau's enforcement duties and to necessitate further expansion in personnel until by the end of the fiscal year 1918, the Bureau's Special Agent force numbered five

times what it had in 1916 and complaints of violations of the law were pouring in at well over an average of fifteen hundred per day.

The end of the war brought an end to the pressure of war work and a consequent reduction in the number of the Bureau's Special Agents; however, varied new tasks were presented in connection with the social and economic unrest which was in large part an outgrowth of the war. Special investigative work was instituted in connection with profiteering and the efforts of the Department of Justice to reduce high costs of living.<sup>(11)</sup> Moreover, the close of the war was followed by a campaign to suppress radicalism and agitation, and on August 1, 1917, a special Division of General Intelligence was formed within the Bureau itself expressly for this purpose.<sup>(12)</sup>

New violations of a Federal law also had to be investigated, and with increasing frequency, after the National Motor Vehicle Theft Act was passed on October 28, 1919.<sup>(13)</sup>

#### NEED FOR REORGANIZATION:

The close of the war also brought forth an imperative need for a complete reorganization of the Bureau of Investigation internally. The abnormally rapid growth both in the size of its administrative force and in the volume and complexity of its investigative duties had made its workings cumbersome. Its field forces were improperly coordinated with the headquarters in the Department of Justice in Washington, records were in a chaotic state, and many of its employees were political jobholders entirely unqualified for their appointed tasks. Field control was decentralized and made more flexible, "specialists" were selected to

direct diversified classes of investigation, even training schools of a sort were established in New York and Chicago and attendance made compulsory for all new appointees.<sup>(14)</sup> Attempts at reorganization of the Bureau were, however, only superficial. So long as the policy behind the entire organization remained unaltered and appointments were governed by political considerations instead of merit based upon training and aptitude, efficiency and real accomplishments would be lacking.

NEW CHIEF - NEW STANDARDS:

When Harlan Fiske Stone was appointed Attorney General in 1924, he immediately set about the needed readjustment of the Bureau of Investigation. Recognizing that the Bureau must be rid of the evils of patronage and politics and that definite standards and methods must be established behind a well-defined policy of operation, Attorney General Stone determined to clean out the whole organization to attain this end. Attorney General Stone realized that the Bureau would first have to have a new Director -- one who would be willing and able to carry out his wishes. Eventually, the Attorney General's attention was focussed upon the then Assistant Director of the Bureau of Investigation, J. Edgar Hoover, a young hard-working lawyer still in his twenties, who had started out as a clerk in the Department of Justice, risen to the post of Special Assistant Attorney General where he had come into close contact with the work of the Special Agents doing field work for the Bureau, and had then been promoted to his present position as Assistant Director. Attorney General Stone asked Mr. Hoover if he would consider the job.

Remembering his previous experience in the Bureau, how he had seen it recede farther and farther into ineffectiveness with frequent wholesale changes of personnel and filling of offices with political



favorites and hangers-on, how much politics and outside influence had always been involved in the functioning of the Bureau, and how woefully unqualified were many of its agents, not because of their inability, but because of inadequate or total lack of training, Hoover agreed to take the job on the condition that there must be no politics connected with it. Since Hoover's ideas were wholly in agreement with the Attorney General's, Hoover was named Acting Director of the Bureau of Investigation on May 10, 1924, and subsequently was designated Director.

Free of all political ties and obligations, J. Edgar Hoover began his task, based on two cardinal principles -- complete divorcement from the vagaries of political influence and promotion within to be determined solely by proven merit.

New standards of qualifications for appointment as Special Agent were adopted. Every political appointee of the old regime who could not measure up to the new specifications was promptly removed. (15) Every employee was graded according to his ability and efficiency and promotion came only after recognition of a meritorious record. In addition, a system of intensive special training for all personnel of the Bureau was inaugurated with the requirement that every Agent appointed have a lawyer's education, training as an expert accountant, (16) or other equivalent investigative experience.

Systematic inspection of the field offices at regular intervals was also begun in order to effect a closer contact between Washington and the Bureau's Agents in the various districts with a view to enabling the Director to exercise some personal supervision from the central (17) headquarters.

### FINGERPRINT RECORDS - GROWTH OF A DIVISION:

The creation of the Bureau's new Division of Identification in 1924 was another event of far-reaching significance. The transfer of the fingerprint records maintained at the Federal Penitentiary at Leavenworth, Kansas, to Bureau headquarters where they were consolidated with the records of the International Association of Chiefs of Police to form a national clearing house of criminal information, eliminated the delay and expense previously incurred whenever reference to these files was desired in the course of an investigation. In addition, the Bureau adopted a policy of assisting and cooperating with all Federal, state and local authorities in connection with the identification of criminals or fugitives wanted by any such law enforcement agency.<sup>(18)</sup>

The Identification Division of the FBI performs some of its most valuable services in the law enforcement field and the information which may be derived through its facilities is available free of charge to law enforcement officials all over the world. But the criminal identification work of the FBI Identification Division is only one phase of its numerous services.

In 1933, the FBI established a Civil Identification Fingerprint File to afford law-abiding citizens an infallible means of identification. This unit, however, is entirely separate from the criminal records.

Increasing responsibilities as well as a constant growth in the volume of work in the continually changing environment of law enforcement also made it necessary for another strategic rearrangement set-up in the Identification Division. A third great section was established for Government files, in which were placed fingerprint

records furnished to the FBI by the Army, Navy, and Marine Corps, the Civilian Conservation Corps, as well as all applicant records.<sup>(19)</sup> Into this Government section were also received the fingerprints of all persons applying for positions under the jurisdiction of the Civil Service Commission.

A similar project was undertaken in connection with applicants for employment at vital industrial plants following the institution of the National Defense Program shortly after the outbreak of war in Europe in 1939.

Also, in connection with the administration of the Alien Registration Act of 1940, all alien registrants were compelled to furnish a set of their finger impressions which, subsequent to being cleared through the Immigration and Naturalization Service, were sent to the FBI for permanent filing after they had been searched to ascertain whether the alien represented had a criminal record of such a nature as to be considered to make him undesirable in view of the war emergency.<sup>(20)</sup>

All these changes, additions and improvements in the identification work of the Bureau, of course, brought about comparable changes in personnel. The tremendous growth of the Division can best be seen in the fact that from a starting nucleus of 610,198 fingerprint records, the Bureau's files, as of October 1, 1955, had increased to more than 157,000,000.<sup>(21)</sup>

A job sheet setting forth present-day requirements, qualifications and salaries for applicants to positions in the Identification Division of the FBI is attached. (FD-242)

ADDITIONAL INNOVATIONS:

Other innovations in the set-up of the Bureau in 1924 included a thorough reorganization of its headquarters in Washington into six major divisions, one of which was the newly created Division of Identification; the adoption of a uniform filing system in all field offices to facilitate administrative tasks; and reduction in the necessary paper work by two-thirds. (22)

During the years immediately following this all-embracing change in the Bureau of Investigation, the operations of the new organization were systematized while at the same time new developments continued to take shape. Forms for making investigative reports were standardized and put into general use.

A Fugitive Division was created in 1927 as a further step in the growing cooperation between state police and local law enforcement agencies and the Bureau's representatives. (23)

In April, 1928, a Manual of Rules and Regulations covering the entire activities of the Bureau was issued to all investigative employees who were required to be thoroughly familiar with its contents, the object being again to increase efficiency and to codify all regulations previously issued to the field through circular letters since the foundation of the Bureau in 1903. (24)

In 1929 a training school for newly appointed Special Agents was founded at Washington, the value of which was soon evidenced in the results obtained and the quality of work performed by comparatively new operatives who, because of their careful selection and previous education, in a remarkably brief period of indoctrination of less than one month, were able to profit from instruction and information

which might otherwise be obtained only through long practical experience in the field.<sup>(25)</sup>

On September 1, 1930, pursuant to legislative authority by an act of Congress which not only vested the Division of Identification and Information with the duty of collecting and preserving criminal identification records, but also with the duty of exchanging these records with "duly authorized officials of Governmental agencies, of state, city and penal institutions,"<sup>(26)</sup> the Bureau assumed from the committee on uniform crime records of the International Association of Chiefs of Police the work of collecting and compiling, as well as publishing, uniform crime statistics based on police records.<sup>(27)</sup>

Also, in 1932 an international exchange of fingerprint records and other criminal identification data was initiated.<sup>(28)</sup> Moreover, publication of a monthly Fugitives Bulletin, later the FBI Law Enforcement Bulletin, was also begun in 1932 and issued to all law enforcement agencies contributing fingerprints to the Division of Identification.<sup>(29)</sup>

#### SCIENCE ENTERS LAW ENFORCEMENT

In the latter part of 1932 came another important innovation with the establishment of a Technical and Research Laboratory for scientific crime detection and the performance of work of a scientific character which might prove of assistance in the Bureau's investigative cases. Previously, it had been necessary to hire outside technical experts for such analyses.<sup>(30)</sup>

The establishment of a Technical Laboratory in the FBI in 1932 connotes the importance of science in modern crime detection. The Laboratory personnel comprises scientists who are specialists in their

respective fields and are as carefully picked as the Bureau's Special Agents. The reasons therefor are apparent, for, in addition to making examinations in the Laboratory, these men are furnished, whenever necessary, to testify in connection with the results of their examinations in either state or Federal courts -- all without cost to the contributing agency.

Thus, the conclusion of the Laboratory technician following his examination of a certain piece of evidence is of double value. To the investigator seeking to solve a criminal case, it furnishes definite information concerning the condition of the evidence and the meaning of such condition so that he can use this information as a lead to further inquiry on his part, thus assisting him in uncovering all known facts concerning the crime. To the prosecutors and the courts, the expert's conclusion, when properly arrived at by sound and approved methods, furnishes conclusive demonstrative evidence of a most desirable kind.

There is almost no limit to the range of the work of the Technical Laboratory, and from an investigative standpoint, it is impossible to evaluate in monetary terms the savings effected through the scientific examinations of evidence which eliminate unnecessary investigations and furnish invaluable leads to the proper solutions of every type of case.

The increased volume of work handled by the FBI as a result of its responsibility in connection with the National Defense Program shortly after 1939 placed additional burdens upon the Technical Laboratory. In addition, technicians of the Laboratory have contributed materially to the training of the FBI's investigative personnel, as well as to police officers attending the FBI National Academy and

at police-training schools held throughout the country by local departments with the cooperation of the FBI. (31)

Job sheets setting forth present-day requirements, qualifications and salaries for applicants to positions in the FBI laboratory are attached. (FD-264; 267; 268; 269; 270)

#### THE REFORMATION

The change of administration in Washington in 1933 brought about other significant changes in the development of the Bureau of Investigation. By Executive Order of the President, issued June 10, 1933, the Bureau of Investigation was consolidated with the other functions of the Department of Justice and thereafter designated as the "Division of Investigation." Under the able direction and vigorous leadership of the newly appointed Attorney General, Homer Cummings, the Bureau underwent a transformation, from an essentially investigative body without positive powers to assist it in carrying out its investigations to an aggressive, dedicated law enforcement organization backed up in its authority by laws with teeth in them.

Upon assuming the duties of his office in 1933, Attorney General Cummings set about appraising the comprehensive crime problem facing the Nation. The so-called "gangster era" was in full swing with ruthless groups of racketeers and kidnapers terrorizing certain sections of the country and, unfortunately, having their exploits recorded in spectacular headlines in the press often enough to capture immature imaginations and lead a new generation into crime. In short,

the Nation faced a crisis in criminal law enforcement requiring concentrated energy and effort in the working out of an immediate program for effective crime control. Crime was flourishing in the all-too-evident gap between the Federal and state jurisdictions where both Federal and state authorities were apparently helpless to deal adequately with interstate violations of law. This gap had to be closed immediately, and it had to be closed without intruding upon the jurisdiction of the state and local authorities.

Attorney General Cummings' activities in this connection resulted in the enactment by Congress in 1933 and 1934 of twenty-one statutes, popularly known as the "Crime Laws," which dealt with the "menace of an armed underworld crossing and recrossing state lines in open defiance of the law." Freed from many of its former restrictions by virtue of these new laws, the Bureau of Investigation was changed almost overnight from a purely fact-finding, investigative organization into a dedicated, aggressive body equipped with the proper authority for its task and ready to face fire with fire.

Mr. Hoover took immediate steps not only to take advantage of these new legislative aids, but also to keep up with the added burdens and responsibilities for his Bureau which these new laws meant. The Special Agent force was augmented almost fifty per cent, from 400 to approximately 600 men in 1934, and, in furtherance of its institution of a policy of decentraliza-



tion, the number of the Bureau field offices was increased to 37 in the same year, a jump of 15 over the number in 1932. (32)

Moreover, now that the Special Agents were at last empowered to make arrests and carry arms,<sup>(33)</sup> and were protected in their investigative activities by a law making it a Federal offense to kill a Federal officer engaged in the performance of his duty,<sup>(34)</sup> the Bureau adopted rigorous methods to curb crime and its challenge to the whole social and economic order of the Nation by making the law-breaker fear retribution through speedy detection, apprehension and adequate punishment. (35)

#### PERSONNEL TRAINING

The most modern equipment for scientific crime detection, the latest and most complete identification system, reinforced by the requisite legislative authority, will be of no avail without carefully selected and properly trained personnel capable of effectively carrying out an extensive law enforcement program.

Long before his appointment as Director, Mr. Hoover had realized the value of and need for professional training for all law enforcement officers. He had seen, from his own experience, how much more efficiently and expeditiously trained investigators and detectives carried out their duties, because they knew what to look for and what evidence would stand up in court. Therefore, on the reorganization of the Bureau in 1924, Mr. Hoover determined to establish a definite standard which all applicants for a

Special Agents position would be required to meet.

Today, an applicant for the job of Special Agent must be between the ages of 25 and 41. In addition, all applicants must be graduates of resident law schools or graduate accountants with three years of practical accounting, and/or auditing experience. Even with these qualifications, all applicants are thoroughly investigated, and appointment is conditioned upon the possession of good health, personal integrity, loyalty to country, and personality. The entrance salary paid to Special Agents is \$5,915 per annum.

A job sheet setting forth information concerning the Special Agent positions in the FBI is attached. (FD-257)

Upon appointment, all FBI Special Agents are given a training course of sixteen weeks at the Bureau Headquarters in Washington, D. C., and at the FBI's training facilities at Quantico, Virginia, which was established in 1940. Here are located the FBI Academy and firing range where firearms instruction is given. Special Agents attending these schools are instructed in economy of operation, report writing, investigative procedures, law enforcement mechanics and techniques, fingerprint identification work, firearms and first-aid, scientific crime detection work, and in Federal criminal law and procedure. They are also instructed in each of the Bureau's cooperative services in order

that they may be of greater assistance to local, county, and state officers, and in the last few years emphasis of necessity was placed upon investigative problems arising in connection with the protection of the Nation's internal security. Upon graduation, these Agents are equipped to take their places with experienced Special Agents in the field and with a moderate amount of supervision become productive immediately upon assuming their assigned tasks. (36)

The Agent's training does not stop when he has received his first office of assignment. Periodically, experienced FBI Agents are returned to Washington for in-service training and physical checkups.

#### FEDERAL BUREAU OF INVESTIGATION

The name "Federal Bureau of Investigation" was finally adopted in 1935 as more appropriately descriptive of the Bureau's status as the general investigative agency for the Federal government. As a subdivision of the Department of Justice, the organization is closely connected thereto, the Director being responsible to the Attorney General.

The field offices are strategically located in key cities throughout the United States and its territorial possessions, and, although their number has frequently varied in the course of the Bureau's development, there are now 52 offices under the immediate control of Director J. Edgar Hoover in Washington, D. C., including those in Honolulu, Hawaii, Anchorage, Alaska, and San Juan, Puerto Rico. A Special

Agent in Charge is permanently assigned to direct each field office and he in turn is responsible to the Washington Headquarters for the conduct of each case being investigated in his district. To each field division is allocated a specified territory, but the work of all the offices is coordinated. Reports of every case being investigated in each district are submitted to the central headquarters, and if one field office should receive information requiring action in another section of the country, the facts are immediately transmitted to the proper district, as well as to the Bureau's Headquarters in Washington. In this way, consolidation of the data in every case is effected, thereby permitting the coordination of all investigative activity which is further facilitated and its efficiency enhanced by the use of uniform filing systems in each field office. Furthermore, the number of members of the staff of each field office fluctuates according to the volume of work to be performed, and Special Agents of the FBI are transferred from office to office as the exigencies of the service require. Thus, it is not only possible, but necessary, for every one of the Special Agents to be able to operate in any of the Bureau's field offices to which he may be sent.

In addition, this whole system and the field offices generally are inspected frequently and carefully supervised from Washington. The emphasis is on the field force or Special Agents, because the FBI is preponderantly a field organization

and it is the field organization which is primarily concerned with the general problem of crime control.

## II. INVESTIGATIVE FORCE

### THE SPECIAL AGENT

Every year thousands of letters are received by the FBI from those desiring to apply for appointments as Special Agents, making inquiry as to the qualifications necessary for consideration. Only a few of those who possess the necessary qualifications are finally appointed. The obtaining of personnel who are carefully selected, well adapted and adequately trained for law enforcement works pays dividends not only from the standpoint of economy, but also on a social and civic basis and provides a greater sense of security for our citizens.

The qualities of adaptability and versatility are as important as academic training in the selection of the FBI's personnel. Because of the diversity of work performed by Special Agents it is oftentimes essential to the successful solution of a case that Agents have a fluent speaking and reading knowledge of foreign languages and be experienced in many phases of industrial, commercial and professional life. The importance of these diversified qualifications is apparent in the frequent instances where an Agent investigating a case has called upon some past occupational experience, hobby, or ability to assist him in the solution of his case.

Tolson \_\_\_\_\_  
Boardman \_\_\_\_\_  
Nichols \_\_\_\_\_  
Belmont \_\_\_\_\_  
Harbo \_\_\_\_\_  
Mohr \_\_\_\_\_  
Parsons \_\_\_\_\_  
Rosen \_\_\_\_\_  
Tamm \_\_\_\_\_  
Sizoo \_\_\_\_\_  
Winterrowd \_\_\_\_\_  
Tele. Room \_\_\_\_\_  
Holloman \_\_\_\_\_  
Gandy \_\_\_\_\_

The FBI has a long-range advancement program for the selection and training of Agent personnel for potential executives and administrators. A regular system is in force which provides

for a periodic appraisal of every Agent and a continuing review of the work records of those who are interested and eligible. In the FBI opportunity is unlimited for an individual with real ability, energy, enthusiasm and a devotion for service.

The type of cases handled by the Special Agent will vary with the geographical location and size of the field office. For example, in the western states the Agent may be called upon to investigate interstate transportation of stolen cattle cases and crimes on Government reservations. In a seacoast office he may have cases involving crimes on the high seas.

As a general rule the Agent will be assigned to a special squad--for example, the criminal squad. The office is under the direct supervision of the Special Agent in Charge and the Assistant Special Agent in Charge. Official field working hours are from 8:30 a.m. to 5:30 p.m. However, as a general rule, the Special Agent will report to the office much earlier. He will want to line up his day's work. The Special Agent will be well-dressed--his shoes shined, his clothes in good order. He will be ready during the day to interview men and women in all walks of life. He may talk to bank presidents, salesmen, department store managers, custodians or truck drivers.

The Special Agent will operate out of headquarters city--the office to which he is assigned, as St. Louis, Memphis, Chicago, or Pittsburgh. In addition to these offices, the FBI operates "resident agencies"--which are located in other cities in the field division territory. For example, in the Cleveland Division, which covers roughly the northern half of Ohio, there are resident agencies

in a number of other cities, for example, Toledo, Akron, etc. Agents reside there--under the jurisdiction of the Cleveland Office--and handle the Bureau's work in those cities.

The Special Agent will generally use an FBI automobile to conduct official business. He will usually go by himself though, in certain types of cases, as apprehending a fugitive, he will be accompanied by one or more other Agents. In conducting an interview, depending on the case, the Agent may or may not take notes. He may cover a number of "leads" in a certain area or may, as trying to find a fugitive, go across town to cover the next lead. Not less than every three hours he must call the office for any messages. The Agent seldom knows where he will be at one, three or five o'clock in the afternoon. At four o'clock he may receive instructions to proceed to a certain address to meet a brother Agent. A "hot" theft from interstate shipment case must be investigated. Or he may be sent to another town to help investigate a bank robbery. The daily official life of an FBI Agent is one of constant expectation, always demanding that he be "on his toes." He can never relax.

Attached are two reprints entitled "What Makes an FBI Man" and "What It's Like to Be an FBI Agent."

#### LEAVE PRIVILEGES

Special Agents of the FBI are afforded the same annual and sick leave privileges received by other Government employees. Sick leave is earned at the rate of 13 working days a year. Annual leave (for vacation, etc.) accrues at the rate of 13 working days annually for employees whose Federal civilian and active military service total



less than three years, 20 working days per year for those with three but less than 15 years of service, and 26 working days for those having 15 or more years of service. Annual leave can be accumulated permanently up to 30 days within the Continental United States and 45 days outside the Continental United States. Prior to December 21, 1952, employees could accumulate more and many employees have the maximum of 90 days to their credit for which they are entitled to be paid a lump sum if they leave the service at the separation salary rate. There is no ceiling on sick leave accumulation and some employees have more than 1,000 hours (125 days) to their credit.

#### OTHER MATERIAL ADVANTAGES

Other material advantages accruing to Special Agents of the FBI are:

1. Federal Employees Group Life Insurance -- Special Agents, like all other Federal employees, pursuant to enactment of the Federal Employees Group Life Insurance Act of 1954, had the option of obtaining term life insurance coverage to the extent of the nearest \$1,000 above the annual salary. This means that a Special Agent earning \$5,915 per year is insurable for \$6,000, and so forth. Cost to the Agent is 25¢ every biweekly pay period for each \$1,000 coverage or \$6.50 per year per \$1,000 coverage. Double indemnity is provided for any type of accidental death.

2. Special Agents' Insurance Fund -- this insurance is available only to Agent personnel of the FBI and is operated through contributions from individual Agents. This insurance pays an Agent's designated beneficiary \$10,000 on Agent's death from any cause (other than self-destruction during first two years of coverage). Premiums consist of voluntary contributions by Agents who are members in \$10.00 assessments

when the condition of the reserve fund so warrants. Since November, 1943, the assessment has averaged less than \$15 a year.

3. *Special Agents Mutual Benefit Association (SAMBA)*--this is a group insurance program for Special Agents of the FBI only, providing \$5,000 term group life insurance, plus extensive hospitalization, surgical and polio coverage at a minimum monthly premium with no medical examination required for Agent or dependents if application made within 60 days of appointment date.

4. *Compensation Benefits for Service-Connected Injuries or Physical Impairments*--Special Agents are covered by the Federal Employees' Compensation Act and are entitled to medical, hospital and loss-of-pay benefits for injuries incurred in the performance of their official duties.

5. *Retirement and Survivorship Benefits*--Special Agents have the privilege of retiring at the age of 50 after 20 years of service as an Agent. Retirement annuity is computed on the basis of two per cent of the average annual base salary for the highest five consecutive years of service, multiplied by the number of years of service (including active military service). This is a very liberal retirement program. Total service is not to exceed 30 years, for a maximum annuity of 60 per cent. Thus, an Agent retiring at age 50 after 25 years of service (only 20 years of which need to be as a Special Agent or in a similar hazardous occupation covered by the liberalized plan), with an average annual salary of \$9,000 for highest five consecutive years, would receive an annuity of \$4,500 yearly.

On the death of an Agent before becoming eligible for retirement, but after at least five years of civilian service, his surviving widow and children under 18, if any, become entitled to survivor benefits. Disability retirement is possible for Special Agents with at least five years of civilian service who become disabled through disease or injury. The annuity is computed at  $1\frac{1}{2}$  per cent of the average annual base salary for the five highest consecutive years, times the years of service.

The cost of all retirement benefits is six per cent of the Agent's salary.

These are some of the tangible monetary rewards of being a Special Agent. In addition, might be mentioned regular fitness for duty physical examinations (once a year), and opportunities under the Government Employees' Incentive Awards program to secure cash and honorary awards for suggestions, inventions, superior accomplishments, or other personal efforts in the public interest. Mr. Hoover for many years has encouraged all FBI employees to submit suggestions for the improvement of the service. Under the above-mentioned program many suggestions, if they so merit, can bring the employee cash dividends.

All of these benefits form an important part of the Special Agent's job--but most important, overriding all else, is the desire to be of service to the Nation and to do a good job. Many of the FBI's Agents could, if they so desired, secure better paying jobs in the industrial world. Some ex-FBI Agents, as is well known, hold responsible positions in Government, industry and commerce. However, today the over 6,000 Agents of the FBI are loyally at their job--day

and night. They have a duty, and they are doing it well. That duty is protecting you.

#### TENURE OF SERVICE

Being an FBI Agent is not a 60-day assignment, even a two, three or five year job--it is a career. The more experienced the Agent the more valuable he becomes in handling his duties. As of September 22, 1955, there was a total of 14,081 employees of the FBI. Of these, 3,641 had served the FBI for 10 years or longer. Of this 3,641, there were 2,431 Special Agents.

The FBI then is a career job--offering the young man an opportunity for a full lifetime of service, with good pay, retirement and other benefits. It is a life of challenge, demanding the full initiative, energy and know-how of the young man. However, it must be stressed that this job is not a refuge for the complacent. Each Agent must always continue to pull his weight on the team.

#### TURNOVER OF PERSONNEL

The FBI has one of the lowest rates of turnover of employees in Government service and much lower than in private industry. As of May, 1955, for example, the turnover rate in Government was 1.9 per cent and in industrial concerns, 3.2 per cent, while the rate of turnover of FBI personnel was 1.65 per cent. (Source: "FBI Employees' General File", Crime Records Section, Room 4237)

### III. NONINVESTIGATIVE PERSONNEL

#### RECRUITING NONINVESTIGATIVE PERSONNEL

The FBI noninvestigative employees, who constitute approximately 55 per cent of the Bureau's more than 14,000 employees, are one of the most select groups of American citizens that you can find concentrated in any one organization.

The entire American population is the Bureau's potential recruiting field but formal, intensive, high-powered recruiting is not necessary. The movies, television, newspapers and word-of-mouth reporting the accomplishments of the FBI are among its best recruiters. The reputation of the organization, its challenge to a worthwhile career of public service and the strong natural influence of friends already employed in the organization are other powerful recruiting aids. The FBI has many examples of father and son, brothers and sisters, mothers and daughters, and the like, numbered among its employees. Special Agents in their daily investigative activities visit every hamlet in the country, talking with high school teachers and principals, chiefs of police, sheriffs, mayors, bankers, fathers and mothers. All Agents are intimately aware of FBI personnel standards and it is only natural that these contacts result in discovering much of the "cream of the crop" of American youth who later seek FBI jobs. Approximately one-quarter of a million American citizens tour the FBI Headquarters

every day in Washington. Bureau representatives frequently speak before civic groups. Then too, there is the natural instinct of every clean-living, red-blooded American to help combat the alarming rate and the dangers of subversive groups.

Tolson \_\_\_\_\_  
Boardman \_\_\_\_\_  
Nichols \_\_\_\_\_  
Belmont \_\_\_\_\_  
Harbo \_\_\_\_\_  
Mohr \_\_\_\_\_  
Parsons \_\_\_\_\_  
Rosen \_\_\_\_\_  
Tamm \_\_\_\_\_  
 Sizoo \_\_\_\_\_  
Winterrowd \_\_\_\_\_  
Tele. Room \_\_\_\_\_  
Holloman \_\_\_\_\_  
Gandy \_\_\_\_\_

ULG:fej (6)

Also, there is the endless chain of correspondence between Mr. Hoover and thousands of American youths from grade school up who have a vision of FBI employment when they complete their schooling. They seek information as to the qualifications and preparatory steps they might take. Each letter is carefully and responsively answered because Mr. Hoover realizes that such a deep-seated ambition should be nourished and brought to fruition.

FBI employment has no geographical limits in the United States. It is true that the majority of young men and women who come to work in Washington are from east of the Mississippi, but this is governed only by factors of distance and travel expense. There are still many who come from the Western States and the Pacific Coast. A sampling of 200 showed that they came from 31 states and the District of Columbia, with 45 per cent from the District of Columbia and the nearby states of Virginia, Pennsylvania and West Virginia; 41.3 per cent from the Southern states of Alabama, North Carolina, Georgia, Tennessee, Louisiana, Kentucky, Mississippi, Florida and South Carolina, and the remainder were scattered as far west as California, as far north as Maine, with some from Iowa, Kansas, Indiana, Texas and Arizona. Fluctuations in the industrial economy play a part and at times many employees are hired from areas where there is less employment opportunity for these young men and women.

Nor can we say all FBI employees are the product of small towns. A sampling showed that 3 out of 4 come from towns of less than 25,000 population, and the fourth from cities over 25,000.

Attached is an article entitled "A Career is Born".

### QUALIFICATIONS \*

The applicant to a noninvestigative position in the FBI has at least a high school diploma. Those who come to Washington find ample opportunity to continue their schooling at the numerous nearby colleges and universities. They attend at their own expense during spare time consistent with their working schedule from 8:00 a.m. to 4:30 p.m., or 9:00 a.m. to 5:30 p.m., but many are on night shifts and a few on midnight shifts, because the FBI must stay in business twenty-four hours a day, seven days a week.

There are no maximum age limitations. FBI noninvestigative positions are open to both sexes, although the Special Agent job has always been restricted to male applicants. Of the Bureau's total non-Agent personnel, 72.4 per cent are females and 27.6 per cent are males; and of the total staff, including Agents, 39.6 per cent are females and 60.3 per cent are males.

In Washington Headquarters, the non-Agent employees are made up of 67.20 per cent female and 32.80 per cent male, in its 52 field offices, 76.41 per cent are females and 23.59 per cent are males.

Agents, the Bureau's total noninvestigative staff has 48.3 per cent males ranging from 18 years of age through 22, and 51 per cent from ages 23 through 29. The females have 53.7 per cent in the 18 through 22 bracket and 46.3 per cent in the 23 through 29 category. These two age groups make up 73 per cent of the males and 75 per cent of the females with

\*Figures as of October, 1955.

the remaining employees scattered in age groups up through 78 years of age.

There are no restrictions on marital status and the figures are not readily available on the breakdown of the group into single and married classifications. However, it can be safely said that the majority of clerks, typists and stenographers have not reached either the age or financial condition permitting marriage when they enter on duty, but hundreds of them find romance through their fellow employees and many marriage partnerships are the natural result. For a representative three-months period, 321 Bureau employees were married, of which 102 involved 51 marriages of 101 employees to each other.

#### PHYSICAL REQUIREMENTS

The Special Agent applicant, of course, must be practically a physical specimen. This is essential because of the well-known hazards and risks of his job. It follows that any male noninvestigative applicant who has his eye on becoming an Agent at some future date when he completes his education or otherwise qualifies, must similarly meet the same rigid physical requirements. The female noninvestigative applicants for the most part must be in good physical condition if they are to be available for assignment where the Bureau needs them and if they are to be able to carry their share of the Bureau's grave responsibilities.



This does not mean, however, that the FBI has no place for the less than perfect physical candidate. For years the Director has strongly advocated hiring employees even though they possess a serious physical handicap. Every effort is made in this direction where it is possible to utilize their services. It can be realized a very large percentage of the Bureau's clerical positions do require that the employee be completely mobile and many positions require that no handicap exist. However, excellent results have been secured from the physically handicapped employees the Bureau has hired.

A typical illustration is a young lady whose left arm was amputated just below the elbow when she was ten years old. This resulted from an accident which led to blood poisoning and subsequent amputation. She displayed amazing courage and in high school developed her typing proficiency to the point that she was able to qualify in the Bureau's typing test even though she had the use of only one hand. The Special Agent covering her residence area in Mississippi was highly impressed by her courageous efforts to overcome her handicap. He informed Mr. Hoover of her qualifications and ambitions and she entered on duty June 7, 1954. She made an excellent work adjustment, has consistently proven to be an above-average typist and has received two promotions since entering on duty. When originally interviewed concerning employment, she advised that she had a yearning to work for the FBI because of the respect she had built up for it. She was a very well-adjusted young lady and her subsequent work performance has been very satisfactory.

In another case, a young man's left eye had been removed early in life because of an accident. Although this handicap was

known at the time he applied for employment, his other qualifications justified employing him. Since entering on duty, he has performed in an above-average manner and has received one promotion. He is now serving a trial period in a position with additional promotional opportunities.

A third instance involves a young lady who has a permanently crippled leg resulting from infantile paralysis. To demonstrate the courage with which she has overcome her handicap, on her graduation from high school she was voted the best dancer in her graduating class. Her adjustment to this physical handicap has been excellent and she has proven to be a very good employee.

Many physically disabled veterans find self-satisfying, productive careers in the FBI. One case involves a young man who has worked his way up to a responsible supervisory position. He was severely injured during military service with the U. S. Navy and, as a result, the fingers of his right hand are paralyzed so it is impossible for him to open them from the palm of his hand. He made an excellent adjustment, however, and although originally right-handed, he has been able to perform necessary functions with his left hand. Since his entry on duty he has proved to be a very fine employee as is reflected by his present position of responsibility.

Closely allied with those cases of the physically handicapped are those of unfortunate, underprivileged backgrounds. Mr. Hoover has personally manifested a vital interest over the years in providing numerous opportunities to young people who come from broken homes, sub-standard environmental backgrounds, or who otherwise had but limited opportunities to develop. If such a prospective applicant possesses

personal qualifications entitling him to consideration, the fact that he or she may come from an underprivileged background never acts as a deterrent to employment. The results obtained from such employees have been most satisfactory and the development and personal advancement made by those employees following their entry on duty have been most heartening to observe.

#### PROCESSING APPLICATIONS

The processing of applications for employment constitutes a series of difficult hurdles which every applicant must overcome and it is here that many of them fall by the wayside. The processing runs the gamut of filing the written application which is carefully screened to insure meeting the basic qualifications; undergoing a comprehensive interview with an experienced FBI official designed to advise the applicant on any questions concerning the position sought, his qualifications, aptitude and general suitability for the position and to make certain he understands the high personal and businesslike standards required; various written examinations depending on the position sought, such as typist, stenographer and translator; a comprehensive physical examination; a complete, extensive background investigation covering such factors as character, fitness, suitability, educational attainments, previous employment and loyalty; and, finally, the selection of the best qualified applicants giving necessary preference, of course, to veterans as required by regulations. Latest available figures show that more than 36 per cent of all FBI personnel are veterans, mostly male but some female. Of the total FBI sale employees, 60 per cent are veterans.

## EMPLOYEE INVESTIGATIONS

The FBI investigation of its applicants is very important. Every applicant, whether Agent or not, must undergo the same rigid type of background check. Long before there was a formal loyalty or security program, the FBI was assuring itself of the patriotism and loyalty of all its employees.

Any applicant who succeeds in passing all of these processing steps and receives an appointment can be fairly certain that he represents one of a really select group and, in accepting the appointment, is joining thousands of associates of the same high caliber. At the same time, the FBI is confident when it administers the oath of office to these new appointees that it is acquiring some of the finest raw material available to train and develop into productive members of the FBI staff. The work is not easy because the FBI is engaged in a serious business which means grave responsibilities for all. And these "little people" are the "big cogs" in the machine because the thousands of Special Agents who are daily conducting investigations to uncover essential facts must depend on the clerks, typists, stenographers, translators, index searchers, fingerprint classifiers and all the other noninvestigative people to bring their efforts to a logical conclusion. These employees work hard on the job and are returning at least 100 cents to Uncle Sam on every dollar in terms of hard work, loyalty and devotion. They truly constitute an impressive group.

The job is only really begun when these employees receive their appointments and enter on duty. Thereafter must follow a well-designed course of indoctrination, training and development to mold this raw material and help these employees bring out the best that is in them. The FBI does not mollycoddle them; its objective is to help

them to help themselves, to discover and enable them to develop their talents so that they can bring out the best that is in them, become self-reliant and capable of standing on their own feet.

#### INITIAL INDUCTION

New clerical employees for Washington assignments normally enter on duty in groups on Monday at Bureau Headquarters in Washington. Ordinarily they arrive in town during the preceding weekend and have already been supplied with specific helpful information by the Bureau's Housing Unit, which enables them to immediately locate suitable temporary or permanent housing accommodations. Appointees are invited to check in with the Bureau's switchboard which is available 24 hours a day and any problems which arise are immediately turned over to employees in the Bureau's Personnel Section for handling.

Excellent "homes away from home" are normally plentiful because landlords have come to prize FBI men and women as ideal roomers and boarders. One landlady wrote to Mr. Hoover: "For many years it has been my pleasure to afford a large number of your associates accommodations in this city. Certainly this is an honor for me as each and every one of the men is of the highest character and caliber." An apartment owner advised that he preferred FBI tenants over any others.

Their actual working career begins with a two-day class orientation period. After the oath of office and the address of welcome by a Bureau official, they are given a series of lectures to acquaint them with the history and traditions of the FBI, the standards of conduct, the numerous items of information which will be valuable to them as Government employees. The Bureau's jurisdiction is explained. The confidential nature of its work and records is emphasized. Many helpful

hints and specific items of information are passed along to employees concerning such matters as suitable eating facilities, church and welfare facilities, and recreational opportunities. A nurse from the Bureau's Health Service makes their acquaintance and explains the availability of the Health Service. Experienced employees from the Personnel Section remain with the class during these two days to be available for advice and counsel. All employees are taken on a guided tour of headquarters and are usually personally and individually greeted by the Director. This not only acquaints them with the head of the organization, but the tour gives them a bird's-eye picture of the size and scope of FBI operations. This tour is supplemented by a short film which visually depicts pertinent information concerning the essential activities of the organization.

The orientation concludes with an explanation of the employees' initial assignments. Each employee is given information as to his specific assignment and assisted in reporting there on the morning of the third day.

Parents and guardians of employees, who frequently accompany them to Washington when they report for duty, are welcomed at the Bureau and are invited to take a tour of the Bureau to get a first-hand idea of its operations and a better understanding of where their children will be working.

4.241-JOB TRIAL LNC

On the morning of the third day these new employees report to their respective divisions of assignment. There they are personally greeted by the Assistant Director in Charge of the Division. Not only do they get to know who he is but are informed that his door and the doors of every official are open to them at all times on any problems

they might have. This is another part of the general effort to make employees feel at home in their new jobs.

Thereafter, they are met by selected supervisors in the division, informed of the specific work of the division and how it ties in with the operations of the entire organization. They are given information regarding rest periods, working hours, lunch periods, the maintenance of property and supplies and security. Arrangements are usually made for someone to accompany the new employee to lunch for the first several days to insure acquaintance with co-workers and to further the employee's initial adjustment. One successful device has been to post the employee's state and town of origin on bulletin boards so that other older employees can seek out those from "back home" and help in making the new ones feel more at home.

At their assignment, they are given necessary on-the-job training to enable them to rapidly become acclimated to their duties and responsibilities so that they might take up their share of the organization's work.

During the war years and other emergency periods, the FBI had personnel counselors assigned to each division who performed the essential counseling work so necessary in the continuing indoctrination and training of employees. This function is now shared by all of the supervisory staff under the guidance of the heads of the divisions and is coordinated by the Central Personnel Section to insure uniformity. (39)

Source: See Edwards to Mohr memo 10/11/55 re "Dr. I. Phillips Frohman, Request for Information Concerning Bureau Clerical Employees."

#### IV. THE FBI "FAMILY"

##### A "TE" ORGANIZATION

The philosophy which pervades the entire organization of the FBI is not to erect a barricade between the supervisors and the supervised, but rather to foster an atmosphere of efficient mutual respect and cooperation so that every employee is imbued with a consciousness of the important and vital part that he plays in the work of the whole organization and so that all personnel will function as a smooth team and actually be a responsible part of the "FBI family." This has earned for the FBI the enviable reputation of being a "TE" organization where no one individual takes all the credit.

Actual case proof is abundant showing how this philosophy has paid dividends. For example, one clerk's job was to handle mail distribution of FBI Wanted Flyers notifying police departments of badly wanted fugitives from justice. On one occasion, while visiting his father in Oklahoma, he recognized a man in a restaurant as an FBI fugitive whose photograph he had observed on a Wanted Flyer. He immediately notified the nearest FBI Field Office and the local police, and the fugitive was promptly taken into Federal custody.

In another case, a file reviewer at FBI Headquarters helped

Agents successfully complete a case, While reviewing references in

Boardman \_\_\_\_\_  
Nichols \_\_\_\_\_  
Belmont \_\_\_\_\_  
Harbo \_\_\_\_\_  
Mohr \_\_\_\_\_  
Parsons \_\_\_\_\_  
Rosen \_\_\_\_\_  
Tamm \_\_\_\_\_  
 Sizoo \_\_\_\_\_  
Winterrowd \_\_\_\_\_  
Tele. Room \_\_\_\_\_  
Holloman \_\_\_\_\_  
Gandy \_\_\_\_\_

general indices, he came across an index card which listed data

concerning a fugitive who was sought for desertion from the Armed

Forces. Noting a similarity between the information on the index card



for the deserter and that on a Government loyalty form reference, he called the matter to his supervisor's attention. A teletype was sent to the field office giving the address of the deserter and Agents promptly apprehended the fugitive.

A young female employee had the duty of opening new case files in a field office. In opening a new file on a case involving Crime on a Government Reservation-Theft, she noted that a detainer was placed against the subject's release as the culprit was then serving time in the United States Navy brig at San Diego. That was October, 1953. In January, 1954, she saw a man in church whom she believed to be the subject on whom the detainer had been placed. The very next day she checked the file she had opened several months earlier and advised Agents of her findings. The Agents checked to learn that the detainer had been overlooked by the authorities when the prisoner was released from the brig. Because of the alertness of the girl, Agents were able to locate and apprehend the fugitive, thus bringing him to account for the Federal crime.

A striking instance of split-second alertness occurred in the Miami Field Office. Last year a female clerk was at her desk when she noticed the photograph of a fugitive being sought for interstate transportation of stolen property. In a flash she remembered seeing the man parking cars at a restaurant where she occasionally ate dinner. She immediately notified a Special Agent and the fugitive was apprehended (49) the same day.

These instances of cooperation and outstanding performances do not all occur within the Bureau. Several such cases have involved

assistance to local police departments. For example, a Special Agent assigned to FBI Headquarters recently apprehended a night-time intruder who had broken into two nearby homes and threatened the occupant in one of them. In the second home, the intruder was surprised by the owner, but managed to effect his escape from the premises. Several neighbors joined the search, among them a Special Agent. He found the man hiding behind a car, tackled him and knocked him down when he tried to run, and held him for local police. (41)

An FBI Agent of the New York Field Office, driving down a New York street shortly before noon of a June day, observed a man fleeing from a motorcycle policeman, who was giving chase on foot. Stopping the Bureau car, the Agent took up the pursuit. As he attempted to grab the fleeing felon, the latter spun around, firing his gun as he did so. The shot hit a bystander and the felon continued his flight, darting around a corner. Firing in the direction of his pursuers, he ducked behind a parked station wagon. The Agent and the officer took temporary shelter behind an automobile standing at the curb. Then the felon ignored their command to surrender, they charged his hiding place, the policeman returning the felon's fire. The felon was killed almost instantly by a bullet through his temple, but meanwhile one of his wild shots had injured a woman in a nearby diner, and he had also shot a man who had tried to thwart him as he committed an armed robbery moments

before. (42)

Tolson \_\_\_\_\_  
Boardman \_\_\_\_\_  
Nichols \_\_\_\_\_  
Belmont \_\_\_\_\_  
Harbo \_\_\_\_\_  
Mohr \_\_\_\_\_  
Parsons \_\_\_\_\_  
Rosen \_\_\_\_\_  
Tamm \_\_\_\_\_  
 Sizoo \_\_\_\_\_  
Winterrowd \_\_\_\_\_  
Tele. Room \_\_\_\_\_  
Holloman \_\_\_\_\_  
Gandy \_\_\_\_\_

In all of these and similar cases, Director J. Edgar Hoover

is quick to commend these bright young people for such noteworthy performance.

### CONTINUING INDOCTRINATION

The FBI realizes that the indoctrination of its employees is a continuing responsibility as long as they are actively with the organization. Many tools are utilized to accomplish this. For example, every new employee is given a 10-day orientation interview designed to ascertain how the employee is developing and progressing, whether any problems exist and to further orient him by reviewing some of the items of pertinent information concerning the FBI.

There are numerous other progress interviews at both designated and irregular intervals. At the expiration of 60 days, every new employee is given his first written performance rating and is afforded a private interview by the rating officer where he has the opportunity to read, discuss and initial his rating. At this interview, discussion is had with the employee as to how he is getting along in his work, how he can improve, what his opportunities are for more responsibility and ultimate promotional opportunities. All employees regularly attend semiannual divisional conferences held by the head of the division at which time all pertinent items of general information are discussed so that employees will be kept constantly up-to-date on matters of general policy and the like. All employees participate in these conferences and the programs are designed with that end in view.

### PARENTS OF EMPLOYEES

The FBI does not forget the parents of its employees. In hiring employees the Bureau feels a deep sense of obligation to the

family, particularly since many of the appointees are relatively young when they enter on duty and all have come from tightly-knit families who are obviously vitally interested in the welfare and advancement of their children. Consequently, correspondence has been exchanged with many of the parents and all of them are cordially invited to feel completely welcome at any time to visit Washington and tour the Bureau's facilities.

#### EDUCATIONAL INCENTIVES

Much of the advancement to positions of greater responsibility necessitates the acquisition of additional skills which can be acquired only through formal education. Consequently, the FBI encourages employees to utilize their spare time by furthering their education through attendance at the numerous splendid educational facilities of college and university level in and around Washington. Constant guidance is available through the Bureau's Personnel Section to employees in scheduling their courses, selecting subjects most beneficial to them and following their progress. In addition to these outside courses, which employees attend at their own expense, the Bureau, through necessity, has provided its own training courses in special fields such as typing, shorthand and refresher courses in spelling and vocabulary. The employees supply the time and the Bureau supplies the instructor and the facilities. Qualifying as typists and stenographers will usually place the employees in line for promotional opportunities which involve more responsibility and greater pay.

#### PROMOTION BASIS OF MERIT

Mr. Hoover has also recognized that ambition will be stifled and talented employees stymied unless they are guaranteed a promotional system designed to select for promotion those employees who prove them-

selves most outstanding and deserving of such. Therefore, the FBI has followed a true merit system of promotions where qualifications and personal ability rather than blind seniority are the determining factors. Employees are informed of this program and various controls are set up to insure that no employee is passed over unfairly or overlooked no matter where he may be assigned.

#### INCENTIVE AWARDS

The FBI encourages employees to constantly be alert to ideas for the streamlining and improvement of the organization. Long before the present Government Incentive Awards System was set up to foster this program, Mr. Hoover recognized the value of tapping the ingenuity of his entire staff by specifically encouraging them through repeated invitations to submit their suggestions and ideas. This factor has resulted in untold monetary savings to the Government through improvements in efficiency and substantial economies. It has also furthered the Bureau's objective of making employees feel a real sense of belonging and making them think in terms of the organization as a whole rather than the shortsighted, self-centered concentration on their own individual tasks.

During the seven-month period from November 30, 1954, through June 30, 1955, 97 incentive awards were granted clerical employees with 66 of these awards being for suggestions which brought about increased efficiency or economy in the Bureau's operations. All of the suggestions resulted from alertness and interest on the part of employees in handling their day-to-day duties and clearly reflect that the employees were constantly striving to improve the Bureau's over-all operations. A number of the suggestions dealt with the adoption of form letters to take the place of individually prepared correspondence where the

quantity of such would warrant the use of a form. Other suggestions involved the adoption of new techniques or work methods which coincided with the Bureau's constant efforts to streamline operations and at the same time maintain the highest degree of efficiency at minimum cost.

#### FBI RECREATION ASSOCIATION

There are numerous planned recreational and other social extracurricular activities held on a headquarters-wide, as well as divisional or sectional basis. These are designed to provide all employees with a wholesome, well-rounded recreational program fitting their own needs and desires.

The FBI takes great pride in its success in promoting recreation and sports programs among its employees. In 1951 it organized an Athletic Association designed "to promote and encourage athletics as a means to better health, to stimulate interest in fair play, and to create a better understanding of each other". This group was the predecessor of the present FBI Recreational Association (FBIRA) which is an independent employees' group to promote recreational and sports activities among employees. These programs of course are carried on outside regular working hours and are financed by the employees themselves. The widespread interest is exemplified by the fact that more than 91 per cent of all FBI employees are participating members.

The FBIRA sponsors a monthly employee magazine, "The Investigator", giving lively coverage to events and news of interest.

The accomplishments of the FBIRA have been extremely encouraging. It has done much to make new employees quickly "feel at home", to create lasting friendships and to insure a spirit of

mutual understanding and wholesome team play. It has done much to keep FBI employees physically fit and able to do a good job. It assumed a very responsible position during World War II when long hours and restricted transportation curtailed normal recreational activities.

The FEIRA is particularly effective at FBI Headquarters since a large percentage of the employees are new in the city and need guidance. To give some idea of the scope of these activities, the following clubs are among those sponsored: Camera Club, Drama Club, Flying Club, Riding Club and Pistol Club. The usual types of sports such as golf, baseball, softball, basketball and tennis are sponsored by means of regular league play and tournaments. The teams not only engage in intra-Bureau competition with other FBI employees, but also the association sponsors varsity teams to compete in outside play. Just recently the Male Varsity Baseball Team won the Washington City Sandlot title in Washington, D. C. In the current season the FBI Male Varsity Softball team was the champion of the U. S. Government Softball League, being undefeated in league play. In softball alone, 23 men's and women's teams participate in intra-Bureau competition involving approximately 400 employees.

Incentives in the form of team awards and the like have been provided by the Association. Adequate equipment is made available. The activities have been timed to the hours most conducive to the welfare of the participants.

The social activities sponsored by the Association include dances and picnics for the employees and their families. A Camp Show Troupe has also operated under the Association's sponsorship and regularly puts shows on at various Veterans' Hospitals and Army camps, thus contributing to the rehabilitation and morale of our men in the armed forces.

Recognizing that spiritual growth is just as essential as mental, moral, and physical development, the FBI employees have established annual group activities affording splendid opportunities for members to participate in religious exercises of their own denominations. These have included Vesper services, Communion breakfasts, and weekend retreats.

#### SYSTEM WORKS

Every day that goes by brings new tangible evidence that the FBI's philosophy of personnel management is genuinely alive.

During the War and the Korean Emergency that followed, thousands of FBI boys and some girls went into the military service. Their personal letters to Mr. Hoover came from all corners of the globe. Anyone reading them would see living proof of the fact that they were imbued with the FBI family spirit. The ties they had formed while working in the organization were merely strengthened in their absence. It was a real tribute to their obvious devotion and loyalty and to the organization itself to observe their expressed resolutions to carry on the FBI traditions in the military service and return thereafter to take up where they had left off. Mr. Hoover saw to it that every one of those letters was acknowledged. The monthly publication of the FBIRA



entitled "The Investigator" was sent to them keeping them posted on the activities of their associates and the exploits of the Bureau which could be told.

Typical of the hundreds of letters received from former employees who left to enter military service during the Korean emergency is this one from an Army Private at Fort Bragg, North Carolina, in January, 1952: "I have had a few wonderful experiences in my life but I think the greatest one occurred today when a Special Agent from the Charlotte Field Office visited me here at Fort Bragg. He inquired as to how I was coming along and told me that the Bureau is always interested in people who leave for military service. He also encouraged me to drop in at the field office any time I was in the vicinity and introduce myself. I cannot tell you how much this meant to me. To think that the Bureau with the tremendous task it is charged with would take time out to inquire about an employee in service really illustrates that spirit which everyone feels from their first day in the Bureau, that they really 'belong' and are members of a great team no matter what their job may be."

Another soldier wrote: "Many, like myself, who have gone into military forces of our country and have left behind the careers of our choice can never sufficiently praise the loyalty and concern shown by all members of the Bureau in our continued welfare. The Bureau has done all, to quote a phrase so often used in these days, 'above and beyond the call of duty,' to insure a continued close relationship no matter where my travels take me.

"Each issue of the 'Investigator' is eagerly awaited for its stories of Bureau life and pictures of familiar places and faces, the

thoughtfulness of Christmas cards, and Birthday wishes, all a part of the way of life we work to return to in world and internal security.

"I had the pleasure of meeting one of the local resident Special Agents who mentioned his plans to contact me on behalf of the Bureau to see how I was progressing and what my future plans would be. Certainly this is another indication of your interest in former employees everywhere...."

Personal visits were encouraged between these men and the local field offices adjacent to their posts of assignment; and Special Agents, during their daily investigative rounds, were supplied with the names and addresses of these men so that they could visit them whenever opportunity permitted.

#### ALWAYS READY TO HELP

Typical of the "family" pattern of rally in an emergency are the hundreds of examples of FBI employees who have encountered several personal hardships through illness or similar misfortune of self or loved ones. Without exception, the co-workers of the unfortunate employees have spontaneously rallied to the cause through donations of money, time, or personal services to tide the victim over the hardship.

In one case, an employee's mother suffered severe injuries from a fall on the ice. Her hospital and doctor's bills were considerable and the only source of money to pay these, other than a negligible hospitalization insurance policy, was the FBI clerk's salary which was already heavily burdened because he was the sole support of both his mother and his father, since the father had been unable to work for years because of an injury. Co-workers and Bureau associates

of this young man quietly and spontaneously contributed more than \$800 which was presented to their fellow worker and enabled him to pay almost all of the accumulated bills. In another case an employee was seriously injured in an automobile accident, resulting in her confinement to the hospital for five months, which used up all of her accrued leave and left her without a source of income during the latter part of her convalescence. Her fellow workers deposited \$2,076 in her bank account to assist her in defraying expenses.

In a third case, a young fingerprint employee suffered a fractured spine in a weekend swimming accident. His fellow employees contributed more than a thousand dollars toward his hospitalization and medical expenses and the frequent visits from all of his friends at work went far toward helping his progress in the hospital. One of the female employees suffered a siege of hard luck when her husband became ill and serious problems arose in connection with finances and arranging for the proper care of the two young children. FBI associates made several spontaneous contributions totaling almost \$1,500. In addition, fellow employees assisted in doing the housework, washing clothes and caring for the children. There was one case where an employee and her widowed sister with whom she lived lost furniture, cash and entire wardrobe as a result of an apartment fire. Co-workers raised more than \$500 to help them over this crisis. (49)

FBI employees are always ready to lend practical assistance, as well as monetary aid. An Agent who had just moved into a new home was hospitalized. His co-workers did what they could for

his comfort, but realizing his hospitalization had interfered with completion of many of the heavy chores connected with a move into a new home, they decided to see what they could do about that. A suggestion was advanced that some of his fellow Agents pitch in and help plant the yard. More than \$200 was collected to secure the services of a truck driver and a bulldozer to grade the yard. Subsequently, sixteen Agents with shovels and rakes appeared on a Saturday morning and completed the job of grading, seeding and rolling the lawn. (44)

In August, 1953, a Special Agent of the Washington Field Office began his annual vacation which was to be devoted to painting his house. After a few days of labor under the hot sun, the Agent was hospitalized. The following summer, the Agent took annual leave, again planning to paint his house. At 8:00 a.m., on Saturday morning, the first day of the Agent's vacation, eighteen Agents of the Washington Field Office appeared at the Agent's home and advised him he was to enjoy his vacation and that the house would be painted for him. By one o'clock in the afternoon the job was completed and the Agent and his wife enjoyed a two weeks' vacation at the beach. (45)

#### CONSOLIDATED CHARITY PLAN

These are the unsung instances, not to be confused with the charitable giving of FBI employees throughout the service to all of the recognized worthy charities which rely upon contributions to support their worthwhile activities. Mr. Hoover pioneered the establishment of a genuine "one-package" FBI Employees Consolidated Charity plan which has been overwhelmingly successful and which has been emulated by other agencies and is cited as a wonderful example of an ideal "one-package" consolidated. (46)

ASSISTANCE OUTSIDE THE "FAMILY"

FBI employees have frequently distinguished themselves in being alert to aid their fellow men outside the official family. For example, a male clerical employee observed an individual who was being taken from a river after attempting to commit suicide by plunging from a bridge. The clerical employee immediately applied artificial respiration and in so doing was instrumental in saving the life of this individual.

A Chicago Agent driving on South Lake Shore Drive in a radio-equipped Bureau car observed a three-car collision. Seeing that the passengers were seriously injured, the Agent radioed the Office, and the Radio Dispatcher in turn relayed the information to the Chicago Police Department, which had an ambulance on its way to the accident scene within four minutes. (47)

A Pittsburgh Agent conducting an investigation at Bedford, Pennsylvania, was attracted by the terrified screams of a child coming from the direction of the river. Racing to the river's edge, he saw a three-year-old girl being carried downstream by the current. The Agent ran after her and was able to rescue the frightened child when she clutched at a small bush growing in midstream. (48)

Stepping off a train at Newark, an FBI Agent noticed an excited crowd gathered near the entrance of another train car. Looking down through the crack between the train and the platform, the Agent could see that someone was in trouble down on the tracks. He jumped through the opening and saw a little girl who had fallen onto the tracks and another man had also come to her rescue. As the train

started to move, the Agent and the other man held the child safely against the wall under the overhang while people above shouted for the train to halt. One or two cars passed by before trainmen became aware of the accident, but the trio on the tracks were unharmed. (49)

#### CONCLUSION

These glimpses into some of the things which "make the FBI tick" indicate that there is no magic involved -- only good, sound method.

SOURCES: Edwards to Mohr memo 10-11-55 re "Dr. I. Phillips Frohman, Request for Information Concerning Bureau Clerical Employees." The Investigator, May, 1954; August, 1954; February, 1955; August, 1955.

DOCUMENTATION

1. Attorney General's Annual Report 1909
2. Ibid 1910
3. Ibid 1910
4. Attorney General's Annual Report 1911
5. Ibid 1912
6. Ibid 1917
7. Act of 5-18-17, c. 15, 40 stat. at L. 76.
8. Act of 6-15-17, c. 30, 50 stat. at L. 217.
9. Act of 10-6-17, c. 106, sec. 19, 40 stat. at L. 426.
10. Act of 4-20-18, c. 59, 40 stat. at L. 538.
11. Attorney General's Annual Report 1919
12. Ibid 1920
13. Act of 10-28-19, c. 89, 41 stat. at L. 824.
14. Attorney General's Annual Report 1919
15. Ibid 1924
16. Ibid 1924
17. Ibid 1924
18. Ibid 1924
19. Hoover, "Identification Facilities of the FBI" p. 28
20. Ibid, p. 26
21. Identification Statistics file, Form 4257
22. Attorney General's Annual Report 1924
23. Ibid 1927
24. Ibid 1928



25. 1929

26. Act of 6-11-30, c. 445, 46 stat. at L. 554.

27. Annual Report of Attorney General 1931

28. Ibid 1932

29. Ibid 1933

30. Ibid 1933

31. Ibid 1939, 1940, 1941

32. Corey, Herbert: "Farewell, Mr. Gangster - America's War on Crime" (1936), D. Appleton Century Co., Inc., NYC

33. Act of 6-18-34, c. 595, 48 stat. at L. 1008.

34. Act of 5-18-34, c. 229, 48 stat. at L. 760; See supra, fn. 14.

35. "Detection and Apprehension" address by J. Edgar Hoover, Proceedings of the Attorney General's Conference on Crime, p. 25

36. Annual Report of Attorney General 1939, 1940, 1941

37. Ibid 1941

38. "FBI Employees' General File", Crime Records Section, Room 4237.

39. Edwards to Mohr memo 10/11/55 re "Dr. I. Phillips Frohman, Request for Information Concerning Bureau Clerical Employees", pp.1-14.

40. Ibid, pp.15-28.

41. Inspector William C. Sullivan, "The Investigator", August, 1955.

42. SA James T. McShane, "The Investigator", August, 1955.

43. Edwards to Mohr memo 10/11/55 re "Dr. I. Phillips Frohman, Request for Information Concerning Bureau Clerical Employees", pp.15-28.

44. SA [redacted] September-October, 1955.

45. SA William C. Ryan, 1953-1954.

(b)

b6  
b7c



39532

46. Edwards to Mohr memo 10/11/55 re "Dr. I. Phillips Frohman, Request for Information Concerning Bureau Clerical Employees," pp. 36-37.
47. SA John N. Barron and [redacted] "The Investigator", May, 1954.
48. SA [redacted] "The Investigator", August, 1954.
49. SA Tom Green, "The Investigator", February, 1955.

b6  
b7c

62-102693-10

(10)

## Office Memorandum • UNITED STATES GOVERNMENT

TO : MR. NICHOLS *W*DATE: December 7,  
1955FROM : M. A. JONES *✓*

Tolson	_____
Boardman	_____
Nichols	_____
Belmont	_____
Harbo	_____
Mohr	_____
Parsons	_____
Rosen	_____
Tamm	_____
Sizoo	_____
Winterrowd	_____
Tele. Room	_____
Holloman	_____
Gandy	_____

SUBJECT: INVESTIGATIVE ACCOMPLISHMENTS OF THE FBI

*CH. 114 F. 101*

Attached is a memorandum setting forth a tabulation of a comparison of the following for each fiscal year from fiscal 1916 to fiscal 1955.

1. Total Appropriations\*
2. Cost of Operation (Direct)\*\*
3. Investigative Matters Received
4. Fines, Savings and Recoveries, Claims
5. Convictions
6. Fugitives

Data contained in columns 1 through 3 checked for accuracy by Mr. Jackson's office from 1924 to date, only period for which they have statistical data available. Figures prior to 1924 taken from Appropriation Data and Annual Reports of the Attorney General. No statistics re Investigative Matters Received available prior to 1938, per Mr. Jackson's office.

Data in columns 4 through 6 checked by Mr. Leonard's office for accuracy from 1933 to date. No statistical data maintained by Mr. Leonard's office prior to 1933. Figures prior to 1933 taken from Appropriation Data and Annual Reports of the Attorney General.

Blanks have been left where no statistics are available.

RECOMMENDATION:

That the attached memorandum be incorporated with the research material for Mr. Whitehead.

Enclosure \*This figure does not contain any reimbursable funds.  
 \*\*These costs paid directly from Appropriations and are not applicable to any reimbursable items.

NOTE: Attached data prepared *W*  
 by Administrative Division, 1/23/56 *M. A. Jones*

6 FEB 2 1956

CRIME REC.

ORIGINAL COPY FILED IN

1963

December 8, 1955

MEMORANDUM FOR MR. TOLSON

On Friday, December 2, 1955, I saw Mr. Don Whitehead, who is working on a book dealing with the history of the FBI. I told Mr. Whitehead that I had noted he was putting in an excessive amount of overtime and that since he now was registering in and registering out at the Bureau, I felt it my duty to caution him against too much overtime.

I also discussed with him the project upon which he is working.

Very truly yours,

151 J.E.H.

John Edgar Hoover  
Director

JEH:tlc  
(4)

Tolson \_\_\_\_\_  
Boardman \_\_\_\_\_  
Nichols \_\_\_\_\_  
Belmont \_\_\_\_\_  
Harbo \_\_\_\_\_  
Mohr \_\_\_\_\_  
Parsons \_\_\_\_\_  
Rosen \_\_\_\_\_  
Tamm \_\_\_\_\_  
Clegg \_\_\_\_\_  
Winterrowd \_\_\_\_\_  
Tele. Room \_\_\_\_\_  
Holloman \_\_\_\_\_  
Gandy \_\_\_\_\_

RECORDED 15  
INDEXED 13

62-42693 //

## Office Memorandum • UNITED STATES GOVERNMENT

TO : MR. NICHOLS

DATE: December 19,  
1955

FROM : M. A. JONES

Tolson \_\_\_\_\_  
Boardman \_\_\_\_\_  
Nichols \_\_\_\_\_  
Belmont \_\_\_\_\_  
Harbo \_\_\_\_\_  
Mohr \_\_\_\_\_  
Parsons \_\_\_\_\_  
Rosen \_\_\_\_\_  
Tamm \_\_\_\_\_  
 Sizoo \_\_\_\_\_  
Winterrowd \_\_\_\_\_  
Tele. Room \_\_\_\_\_  
Holloman \_\_\_\_\_  
Gandy \_\_\_\_\_

SUBJECT: PRINCIPAL LAWS AND RESOLUTIONS INCREASING  
OR SUSTAINING THE DUTIES OR JURISDICTION  
OF THE FBI -- FISCAL YEARS 1934 - 1955

Attached is a memorandum setting forth a summary of the principal laws and resolutions increasing or sustaining the duties or jurisdiction of the FBI for the fiscal years 1934 through 1955. This data has been prepared to show the classification under which the FBI investigates each public law, resolution, or Executive Order and the date said public law, etc., was approved.

Information for the 1934 fiscal year through the 1953 fiscal year was compiled from Appropriations Data Testimony of the Director. Material for the 1954 fiscal year to the end was obtained from the Director's memorandum to the Attorney General dated August 25, 1955, re "Proposed 3% Savings Program Fiscal Year 1956 Appropriation" (file #66-18952-88).

Efforts to obtain similar material prior to 1934 fiscal year were negative. Annual Reports of the Director and the Attorney General; Appropriations data, both reprints and files; and Budget files were consulted in this effort.

[ ] Legislative Unit, Administrative Division, who was contacted in connection with this memorandum, is being furnished a copy of the attached memorandum in accordance with his request.

b6  
b7C

RECOMMENDATION:

That the attached memorandum be included with the research material for Mr. Whitehead.

copy given White Head  
Enclosure

cc - [ ]  
Room 5732

ULG:ulq  
(5)

27 JAN 5 1956

NOT RECORDED

140 JAN 6 1956

CENT. REC.

ORIGINAL COPY FILED IN

## Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Nichols

DATE: December 22,  
1955

FROM : M. A. Jones

SUBJECT: HISTORY OF THE FBI

Tolson	_____
Boardman	_____
Nichols	_____
Belmont	_____
Harbo	_____
Mohr	_____
Parsons	_____
Rosen	_____
Tamm	_____
Sizoo	_____
Winterrowd	_____
Tele. Room	_____
Holloman	_____
Gandy	_____

Attached is a blind memorandum reflecting the conflicting views with regard to the investigation and prosecution of violators of the Dyer Act, which I thought you might like to give to Mr. Whitehead for his information in developing matters relating to the interstate transportation of stolen motor vehicles.

Enclosure

cc - Mr. Nichols, with copy of enclosure. *EX-126* *62-103692-12* *JAN 4 1956*

cc - Mr. Rosen, with copy of enclosure. *62-102692*

GEM:age  
(7)

*62-103692*  
*JAN 9 1956*

## Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Nichols

DATE: December 27, 1955

FROM : M. A. Jones

o History of The F.B.I.

SUBJECT: ~~PUBLIC STATEMENTS AND PRESIDENTIAL~~  
~~DIRECTIVES CONCERNING FBI DOMESTIC~~  
~~INTELLIGENCE RESPONSIBILITIES~~

Tolson	_____
Boardman	_____
Nichols	_____
Belmont	_____
Harbo	_____
Mohr	_____
Parsons	_____
Rosen	_____
Tamm	_____
Sizoo	_____
Winterrowd	_____
Tele. Room	_____
Holloman	_____
Gandy	_____

You instructed that a list of statements by prominent persons and Presidential Directives concerning the Domestic Intelligence responsibilities of the FBI be compiled for Mr. Whitehead and that there be included information as to the specific Government publications in which <sup>the Presidential</sup> Directives appear.

Efforts to locate the Presidential Directives in official Government publications, including the "Federal Register," have proved negative. Bufiles indicate that the matter of publicizing the Directives has largely been left up to the Bureau by the President. The Presidential Directive of July 24, 1950, however, was issued to the press by the White House and was the subject of news stories. (62-92127-26; 62-92127-A, New York Mirror, July 25, 1950.)

Attached are copies of the Presidential Directives issued on June 26, 1939; September 6, 1939; January 8, 1943; July 24, 1950, and December 15, 1953. The Directive of June 26, 1939, is a confidential Directive to the heads of various Government Departments. No information could be located to indicate that President Wilson issued a Directive such as the above during World War I.

In addition to the Presidential Directives, there also is attached a memorandum which briefly synthesizes the Directives and sets forth statements of other prominent persons concerning the FBI's internal security responsibilities.

## RECOMMENDATION:

That the six attachments (including the confidential Directive of June 26, 1939) be given Mr. Whitehead.

RECORDED - 77

INDEXED - 77

62-104695-13

JAN 4 1956

ENCL.

GWG:rus:mmh

(2)

JAN 11 1956

REC'D

**PUBLIC STATEMENTS AND PRESIDENTIAL DIRECTIVES  
RELATING TO PUBLIC COOPERATION WITH THE FBI IN  
REGARD TO DOMESTIC INTELLIGENCE MATTERS**

Attached are copies of the five Directives issued by Presidents Franklin D. Roosevelt, Harry S. Truman and Dwight D. Eisenhower relating to the FBI's role in coordinating information relating to the internal security of the United States and conducting domestic intelligence investigations. These include:

- (1) President Roosevelt's confidential Directive of June 26, 1939, to the heads of the various Government Departments.
- (2) President Roosevelt's Directive of September 6, 1939, to all law enforcement officers.
- (3) President Roosevelt's Directive of January 8, 1943, to all law enforcement officers, patriotic organizations and individuals.
- (4) President Truman's Directive of July 24, 1950, reiterating the previous Directives.
- (5) President Eisenhower's Directive of December 15, 1953, reiterating the previous Directives and emphasizing FBI jurisdiction over Atomic Energy Act violations.

In addition to these Directives, many prominent persons have called the public's attention to the domestic intelligence responsibilities of the FBI. For example, in a statement before the Subcommittee on Reorganization of the Senate Committee on Government Operations on March 8, 1955, Assistant Attorney General William F. Tompkins, who is in charge of the Internal Security Division of the Department of Justice, stated, "The responsibility for investigations relating to subversive activity reposes in the Federal Bureau of Investigation."

"The experience gained in the investigation of espionage and sabotage matters in World War I when more than twenty agencies were responsible for these investigations resulted in an order of the President in 1939 vesting investigative jurisdiction in these matters in the Federal Bureau of Investigation. Since that date the Bureau has been responsible

Enclosures (5)

GWG:nma

ENCLOSURE

(6) NOTE: See Memo M. A. Jones to Mr. Nichols captioned "Public Statements and Presidential Directives concerning FBI Domestic Intelligence Responsibilities" dated December 27, 1955. GWG:irs:tmh

for investigating espionage, sabotage, subversive activities and related matters on a nation-wide basis."

Several Attorneys General have called attention to the Internal Security jurisdiction of the FBI. In his broadcast addressed to the Gold Star Mothers on September 29, 1940, Attorney General Robert H. Jackson stated, "Among us are a few who do not share our love of the free institutions we have developed here. They have loyalties to foreign systems that are inconsistent with our way of life. Where their purpose is to violate our laws, they can be and will be adequately dealt with. There is no need for citizens to take the law into their own hands. Over a year ago, actuated by his experience in the World War, the President laid the duty of guarding this country against such activities upon the Federal Bureau of Investigation, and under Mr. J. Edgar Hoover it is discharging its task. America knows it will be well done."

In the address he prepared for delivery before the American Slav Conference of Michigan, for Sunday afternoon, December 7, 1941, Attorney General Francis Biddle noted, "The detection and prevention of sabotage and espionage are among the special responsibilities of the Department of Justice. More specifically, such detection and prevention are the assigned work of some hundreds of highly trained agents of the Federal Bureau of Investigation, covering all parts of the country....I hope my remarks will serve as a hint to many amateur detectives who think they can track down foreign spies and agents. The effectiveness of counter-espionage is determined by the intimate knowledge gained of the activities of spies, their associates, sources of information and methods of communication. I suggest that amateur detectives and other well-meaning people leave that work to the FBI, an organization of the Department of Justice which is superbly trained and equipped for the job. President Roosevelt stated this policy officially when he said--I quote--'This task must be conducted in a comprehensive and effective manner on a national basis and all information must be carefully sifted out and correlated in order to avoid confusion and irresponsibility.'"

The Military's recognition of the FBI's domestic intelligence jurisdiction during World War II was displayed in an address of Lieutenant General Alexander A. Vandegrift, then Commandant of the United States Marine Corps, at the graduation exercises of the FBI National Academy on April 15, 1944. General Vandegrift said, "All the battles of modern war are not fought at sea, in the air, or on well-defined battlefields between masses of opposing troops. Our problems doubtless would be simplified if they were. Other battles of espionage and counter-espionage, agitation and counter-agitation, propaganda and counter-propaganda, go on quietly and intensely under the surface, often in the most unusual and unexpected places."



"Mr. Hoover and his staff were on the job protecting this country from insidious enemies without, as well as within, long before the outbreak of war. Their years of work, their background, in the field of counter-espionage came to be of exceptional value to military and naval intelligence when our forces moved out to meet the enemy overseas. That value continues now, and will continue, happily, until the day of final victory."

Prominent American business executives have called upon their employees to cooperate with the FBI in the Internal Security field. For example, on March 21, 1942, Thomas J. Watson, President of the International Business Machines Corporation, told his employees, "In addition to our regular duties in the production of war materials, we have a very serious obligation as individuals, and that is to be on the alert to detect sabotage, espionage or any other form of subversive activity that would interfere in the slightest degree with the program of our Commander-in-Chief, President Roosevelt, and his staff."

"Let us carefully study every word or act that comes to our attention, and if we are satisfied that a person is working against the interests of our country, it is our obligation to report him to the F.B.I."

"Let us all be thankful to the F.B.I. for what they are doing to protect our men in the factories and their families at home, and cooperate with them to the fullest extent."

"We must be very careful and not do an injustice to an innocent person, but we must each consider himself an auxiliary member of the F.B.I."

Harvey S. Firestone, Jr., President of the Firestone Tire and Rubber Company, stated in a speech before the FBI National Academy on April 10, 1943, "As the responsible guardians of our national security, the F.B.I. needs your cooperation and best efforts as never before. It is your constant vigilance and increased activities that will do much to determine whether or not sabotage, subversive operations and other treasonable acts will slow down our war effort. Eternal vigilance is the price we must pay to prevent enemy action on the home front."

Members of Congress have frequently recognized the domestic intelligence responsibilities of the FBI. In an address on "The FBI and its Vital Functions in the War," delivered before the FBI National Academy on October 31, 1942, Senator James M. Mead of New York stated, "...our great President, in 1939, designated the F.B.I. as the agency to coordinate the investigations of national security matters. It is indeed reassuring to know that we at home have a militant, capable body of fighting

men protecting our safety adequately and intelligently. The American people look upon the F.B.I. as the first line of home defense."

NOTE: See Memo M. A. Jones to Mr. Nichols captioned "Public Statements and Presidential Directives Concerning FBI Domestic Intelligence Responsibilities" dated December 27, 1955.

1. Per Statistical Section. Figure was arrived at through evaluation of the 1953 and 1954 calendar year Uniform Crime Reports bulletins.

2. 1954 Annual Uniform Crime Reports bulletin reflects that 11,678 juveniles were arrested in this country for auto theft. 648 juveniles were sentenced for the Interstate Transportation of a Stolen Motor Vehicle and committed to Federal custody. "Federal Prisons--1954," Page 62, Table 9, entitled "Federal Sentenced Prisoners Received from the Courts By Offense and Class of Institution, Fiscal Year Ended June 30, 1954."

3. Page 54 of "Federal Prisons--1954" reflects "contributing to the high over-all proportion of repeaters were recorded high proportions for certain offense groups. Among these was the large group of young offenders convicted of transporting stolen motor vehicles, of which 78.4 per cent had served previous sentences."

4. Of the total number of Federal sentenced prisoners for all offenses (22,497) during the fiscal year 1954, less than 13% of them (2,838) had been sentenced for auto theft. Table 9, Page 62, "Federal Prisons--1954."

5. Chart 6, Page 49, "Federal Prisons--1954."

6. Page 111, 1954 Annual Uniform Crime Reports bulletin.

increase over the previous year. The 1954 Annual Report of the Federal Bureau of Prisons indicates that less than 5% of the Federal sentenced prisoners received from the courts each year for the past seven years have been persons under the age of eighteen. It should be noted that during 1954, persons age seventeen or under represented 52.6% of all reported arrests in the United States for auto theft.

greater opportunities for the car thieves, but efficient and scientific detection methods utilized by the FBI, have contributed to the increase in the number of prisoners incarcerated for auto theft in Federal penal institutions.

In 1953, the Department of Justice clarified Federal prosecutive policy with regard to cases involving the interstate transportation of stolen automobiles by directing a bulletin to all U. S. Attorneys, which stated in part: "There is a definite need for a more aggressive prosecutive program in connection with this type of case.... The Department's obligation is to investigate and prosecute such cases whenever it appears there has been a violation of the Federal statute, notwithstanding a concurrent and perhaps a more flagrant violation of the local laws." The U. S. Attorneys' Manual, Title 2: Criminal Division, Page 42, sets forth the policy of the Department of Justice in the prosecution of juveniles. It reads as follows: "Diversion of juveniles. Consistent with a proper regard for the maintenance of Federal justice, consideration should be given to diversion of Federal juvenile violators to State authorities in their home communities for appropriate disposition under State law. Such diversion is vested in the discretion of the United States Attorney under 18 U. S. C. 5001. While diversion may be invoked in any case where it best serves the interest of the United States and the juvenile violator, it should receive special attention as to violators of tender years."

Whenever Congress passes a law within the FBI's jurisdiction, the Bureau has no alternative but to enforce it to the best of its ability, and the Department of Justice accordingly must prosecute violations coming within the purview of the law.

The FBI conducts investigations in those cases where the stolen car is recovered in a State other than the one from which it was reported stolen. Of all the reported stolen cars recovered in the United States during the 1954 fiscal year, only 7% of them had been transported interstate.<sup>1</sup> Less than 5% of the total number of juveniles (17 or under) arrested in the United States for auto theft during the 1954 fiscal year were committed to Federal custody.<sup>2</sup> According to the statistics of the Federal Bureau of Prisons, 78.4% of Federal sentenced prisoners received from the courts during the fiscal year 1954 for violation of the Dyer Act had served previous sentences.<sup>3</sup> Of the total number of Federal sentenced prisoners for all offenses during the fiscal year 1954, less than 13% of them had been sentenced for auto theft.<sup>4</sup> The charts of the Federal Bureau of Prisons indicate that this is a slight

DYER ACT

From time to time the FBI and the Department of Justice have been criticized for their handling of cases involving the interstate transportation of stolen motor vehicles. Critics have expressed the opinion that auto theft cases should be handled by local authorities, especially those cases involving juveniles. They say that the State officials have exhibited a tendency to let "Uncle Sam" handle this type of case, thus saving the State courts and prisons considerable time and expense. Some critics feel that Congress intended the Dyer Act to curb the commercial trafficking in stolen cars (professional thieves), rather than to deal with juvenile "joy riders;" that the present administration of the Dyer Act appears to bring too many crimes essentially local in nature into Federal jurisdiction resulting in an increasing number of juveniles and others incarcerated for auto theft in Federal penal institutions. Some critics believe that juvenile offenders should be dealt with locally in their home communities, rather than being tried in courts and sent to prisons a great distance from their homes.

The Federal law covering the interstate transportation of stolen automobiles was passed in 1919 at a time when State and local authorities sorely needed assistance in handling cases involving stolen cars taken out of their jurisdiction. This situation still exists today. Each State has a large number of separate police forces, each with a limited territorial jurisdiction. In a few States, a State police force supplements the facilities of local authorities. The overlapping of Federal and State jurisdictions under the interstate commerce clause of the U. S. Constitution was deliberately created in order to remedy the inadequacies of state law enforcement agencies and to permit more effective Federal assistance to the States. Prosecution is rendered difficult because of the inability at times of a State to bring in witnesses who are in other States.

Improvements in highways and automobiles have afforded the criminal means of quick escape and have given to his operations a regional and even national, as distinguished from a State or local character. Without continued Federal aid, State authorities would find it impossible to properly handle these offenses in view of the tremendous increase over the years. Not only has the number of cars in use increased tremendously affording

Tolson \_\_\_\_\_  
 Boardman \_\_\_\_\_  
 Nichols \_\_\_\_\_  
 Belmont \_\_\_\_\_  
 Harbo \_\_\_\_\_  
 Mohr \_\_\_\_\_  
 Parsons \_\_\_\_\_  
 Rosen \_\_\_\_\_  
 Tamm \_\_\_\_\_  
 Sizoo \_\_\_\_\_  
 Winterrowd \_\_\_\_\_  
 Tele. Room \_\_\_\_\_  
 Holloman \_\_\_\_\_  
 Gandy \_\_\_\_\_

ENCLOSURE

GENERAL INTELLIGENCE DIVISION

(J. Edgar Hoover, Special Assistant to the Attorney General.)

-ooo-

[Following the mailing of bombs to prominent government officers in May 1919 and the bomb outrages of June 2, 1919, it became apparent that there must be established a systematic and thorough supervision over the unlawful activities of certain persons and organizations in the United States whose sole purposes were to commit acts of terrorism and to advocate by word of mouth and by the circulation of literature the overthrow of the Government of the United States by force and violence.] On August 1, 1919, there was formed as a part of the Department of Justice a GENERAL INTELLIGENCE DIVISION to handle the investigations connected with the radical activities in the United States. This division was formed with the purpose <sup>The Bureau therefore arranged for</sup> in view of collecting evidence and data upon the <sup>in</sup> revolutionary and radical movements in the United States and abroad for use in such proceedings as might be instituted against individuals or organizations involved in the same.

In order that the information which was obtained upon the radical movements might be readily accessible for use by the persons charged with the supervision of these investigations and prosecutions, there has been established as a part of this division a card index system, numbering over 150,000 cards, giving detailed data not only upon individual agitators connected with the radical movement, but also upon organizations, associations, societies, publications and special conditions existing in certain localities. This card



General Intelligence Division Report, -2-

6

index makes it possible to ~~determine and ascertain~~<sup>obtain</sup> in a few moments the numerous ramifications of individuals connected with the radical movement and their activities in the United States, thus facilitating the investigations considerably. It is so classified that a card for a particular city will show the various organizations existing in that city, together with their membership rolls and the names of the officers thereof. The work upon this card index is carried on by assistants especially trained for the purpose and who are well informed upon the general movements in the territory over which they have supervision. While the work of the General Intelligence Division was at first confined solely to the investigations of the radical movement, it has now expanded to cover more general intelligence work, including not only the radical activities in the United States and abroad, but also the studying of matters of an international nature, <sup>as well as</sup> ~~and~~ <sup>incident thereto.</sup> economic and industrial disturbances ~~which may have as a part of the same certain violations of the federal laws.~~

There has been established in the General Intelligence Division a careful reviewing system of the reports of the special agents connected with radical investigations, resulting in a close and intimate knowledge by this Division of all the investigative steps preliminary to the obtaining of sufficient evidence to warrant action thereon.

Upon the formation of the General Intelligence Division in August 1919, it was soon found that the federal statutes were inadequate to properly handle the radical situation from a criminal prosecution stand-point. As is already mentioned in this report, there is need of <sup>in the absence of</sup> legislation <sup>to</sup> which will enable the federal government to adequately defend and protect itself.



7.

and its institutions by criminal prosecutions of not only aliens within the borders of the United States, but also of American citizens who are engaged in unlawful agitation. Consequently, the efforts of the General Intelligence Division became centered upon the activities of alien agitators, with the object of securing deportation of such of these persons as were violating the provisions of the Act of October 10, 1918, familiarly known as the "deportation statute". Close cooperation was established between this division and the office of the Commissioner-General of Immigration, resulting in the arrest and ultimate deportation of some of the leading anarchists in the United States.

In September 1919 the General Intelligence Division was called upon to make inquiry into the activities of certain organizations which had been recently formed in the United States of a revolutionary character. Through the investigations made by this department members of the Spanish Anarchist Society at Buffalo, known as the "El Ariete Society" were taken into custody and their cases submitted to the Department of Labor. In the course of subsequent investigations made of radical organizations, the attention of this division was directed particularly to the activities of the Union of Russian Workers of the United States and Canada, an organization in which the members dedicated themselves to the carrying out of anarchistical ideas and tactics. In conjunction with the Commissioner-General of Immigration, approximately 300 arrests were made in 11 cities in the United States, simultaneously on the night of November 7, 1919, of the secretaries, organizers and agitators of this organization.

Concurrently with the investigations being made into the

General Intelligence Division Report, -4-

8

activities of the Union of Russian Workers, the General Intelligence Division gave particular attention to the [Cases of individual anarchists who were more or less active in the United States, <sup>and also in the American movement</sup> Among the cases which received the first attention of the General Intelligence Division were those of [EMMA GOLDMILL and ALEXANDER BERKMAN, two anarchists whose deportation was effected by this Division [after their cases had been carried to the United States Supreme Court, and <sup>Adopted by the General Intelligence Division and Peter Picard</sup>

Considerable attention was given by the General Intelligence Division [to the STEEL STRIKE of 1919, upon ascertaining that certain elements participating therein were connected directly with revolutionary organizations in the United States which had been for some time under the scrutiny of the Department of Justice. The activities of WM. L. FOSTER, principal leader in the Steel Strike of 1919, were carefully watched. Information now in our files show Foster's connection during the time he was directing the Steel Strike with WILBERT ST. JOHN, one time Secretary of the I. W. W., and JACOB MARGOLIS, an avowed anarchist.

[Following closely upon the Steel Strike the next great economic disturbance involving phases of radicalism was the COAL STRIKE of 1919,] which proved to be a contest between the American Federation of Labor and patriotic elements therein and the radical forces. [Evidence obtained at the time of this strike showed active participation therein of the Communist Party of America, urging the workers to rise up against the Government of the United States. The injunction issued by Judge Anderson at Indianapolis brought to an abrupt end the radical activities in this economic crisis.]

At the time of the investigation being conducted into the

9.

activities of Emma Goldman and Alexander Berkman, the department's attention was also called to certain other leaders active in the anarchistical circles in the United States. Among them was ADOLPH SCHNABEL, HOLLIE STIMER and PETER BIANKI. All of these individuals were actively connected with the criminal anarchy movement in the United States and openly advocated the overthrow of constitutions, governments and churches.

[The arrest of members of the Union of Russian Workers necessitated upon the part of the agents of the Department of Justice a careful collection and preparation of the evidence taken at the time of the arrests, which was submitted in detailed form to the Department of Labor. The result of the efforts of the Department of Justice in the Union of Russian Workers' arrests is evidenced by the number of anarchists who sailed from the United States on the army transport "BUFORD" on December 21, 1919. Among the persons included in this deportation were Emma Goldman, Alexander Berkman, Adolph Schnabel, Peter Bianki and other leading agitators in the United States who had for many months been the cause of a considerable amount of the industrial and economic unrest.

The activities of the Communist Party of America and the Communist Labor Party which had been observed by the Department of Justice in the Steel and Coal Strikes demanded close attention. These two organizations, the off-spring of the Socialist Party of America, came into being in August 1919 and by diligent organization work and skillful propaganda increased their membership in great numbers. Supplied with ample funds, their literature was to be found in every great industrial center, openly urging the workers to engage in armed re-

General Intelligence Division Report, -8-

volt against the Government of the United States. The manifestoes and constitutions of these two organizations openly advocated the use of force and violence to achieve the overthrow of the Government of the United States. For several months the agents of the Department of Justice gathered information showing the extent of its membership, together with the names and addresses of its leading organizers and members. After consultation with Acting Secretary of Labor Abernethy and Commissioner-General of Immigration Caminetti, it was finally decided that the manifestoes and literature of the Communist Party of America and the Communist Labor Party indicated clearly that they advocated the overthrow of the Government of the United States by force and violence and that therefore all alien members thereof were subject to the Act of October 16, 1918. On January 2, 1920, the leaders of the communist movements in the United States were taken into custody simultaneously in 33 towns and approximately 2,500 arrests were made. Large quantities of revolutionary documents were secured at the time of these arrests, together with many firearms, which clearly sustained the contention of the Department of Justice that these organizations were pledged to the tactics of force and violence. Upon the evidence obtained, it was clearly established that both of these organizations were affiliated with the III International formed at Moscow in March 1919 and adhered to the principles and tactics of that body. Their policies were dictated from Moscow and their party discipline regulated by Lenin and Trotsky.

The result of the arrests of January 2, 1920 was evidenced by a marked cessation of revolutionary activities in the United States. For many weeks following the arrests the radical press, which prior to January 2nd had been so flagrantly attacking the

Government of the United States and advocating its overthrow by force and violence, ceased its pernicious activities. The meetings of the anarchistic and communistic organizations were suspended and <sup>in</sup> the report rendered in Amsterdam in February 1920 at the meeting of the Bureau of Propaganda of the III International, the delegate from the United States reported that the arrests made at the instance of the Department of Justice had resulted in the wrecking of the communist parties in this country.

Coincident with the action of the federal government, many of the states commenced prosecutions against not only alien members of the communistic organizations, but also against American citizens who belonged to these organizations. The Department of Justice has assisted in such prosecutions wherever the same has been possible and the convictions obtained in several of the states have been based upon evidence obtained by the Department of Justice. Among the important arrests made on January 2, 1920 were those of GREGORY WEINSTEIN and HUGO C. A. Z. MARTENS. The former has been actively engaged in revolutionary movements both in the United States and abroad and is a member of the staff of L. C. A. H. Martens, who claims to be the representative of Soviet Russia in the United States. The activities of Martens had for many months been carefully followed by the Department of Justice. Evidence obtained as to his activities and his party connections clearly indicated that he was pledged to the overthrow of the Government of the United States by force and violence.

On February 14, 1920, there were taken into custody at Paterson, New Jersey, members of the L'Era Nuova Group, numbering twenty-eight, Italian anarchists. This group was formed by MALATESTA, the notorious Italian anarchist, and had as one of

12  
its members BRESCI, the assassin of KING HUBERT of Italy. A considerable amount of anarchistic literature was taken at this time and one of the most complete libraries upon anarchy was found in the possession of one of the members of this anarchistic group. The evidence was presented to the Department of Labor and their cases referred to it for final action. Many of the members of the L'Era Nuova Group admitted that they were anarchists and believed in the principles of anarchy.]

Incident to the work of the General Intelligence Division during the last year, ~~has been~~ [A careful study of the activities and tactics of the Industrial Workers of the World, ~~caused by~~ <sup>has been</sup> ~~undertaken~~ <sup>undertaken</sup> ~~their lawless practices in the extreme northwest~~. The publications of this organization have been carefully scrutinized <sup>by</sup> ~~this division~~ <sup>federal</sup>. Unfortunately at the present time there is no criminal law under which members of this organization can be proceeded against, and under the ruling of the Department of Labor, alien members of the organization can not be deported <sup>merely</sup> ~~therein~~ <sup>in this connection it may be pointed out</sup> ~~membership in the organization, even though certain states have~~ <sup>that</sup> been fit to hold that membership in the I. W. W. was sufficient to convict under the Criminal Syndicalist ~~law of those states~~ <sup>statutes</sup>.

[The RAILROAD STRIKE of 1920 again called the attention of the Department of Justice to the activities of the Industrial Workers of the World and evidence obtained at that time clearly indicated their active participation in this "outlawed strike". While much of the radical agitation which had been particularly noticeable in the United States in the latter part of 1919 subsided following the arrests made on January 2nd, a renewal of this radical agitation was noted in May and the same has been growing constantly since that time. Open advocacy of force and violence against the Government appeared in circulars dis-

13

tributed on May 1, 1940. This date was made an occasion for the circulation of a considerable amount of literature of the Communist Party of America, the Communist Labor Party, the American Anarchist Federated Commune Soviet and the Industrial Workers of the World.

The results of investigations made by this department into the radical movement during the course of the last year has clearly indicated that fully 90% of the ~~agitation~~ <sup>communist and anarchist</sup> is traceable to alien ~~agitators or agitators of foreign birth who have become American citizens.~~ This agitation has not been ~~solely~~ confined to so-called "economic ills", but has also been directed toward racial prejudice; one of the most fertile fields being among the negro, who has been appealed to directly by propagandists of the communist parties for support in the movement to overthrow the Government of the United States.

The support rendered the Department of Justice by State authorities in its campaign against the elements in the United States advocating the overthrow of the Government of the United States by force and violence is to be particularly noted and commended. Certain convictions which have been obtained by the State authorities have had a salutary effect, particularly the convictions in the State of New York of JAMES MCKILL, HARRY WILITSKY and GUSTAVE ALOIN; the conviction of the thirty-two members of the Communist Labor Party, including WM. BROSS LLOYD by the Illinois State authorities, the disbarment of JACOB MARGOLIS by the Pennsylvania State authorities, the conviction of ANITA WHITLEY by the California State authorities and other prosecutions based upon State laws which enable the states to protect themselves adequately against the agitation of persons having for their intent and purpose the overthrow of the Government of the United States.

14

The General Intelligence Division has given particular attention to the international aspect of the revolutionary movement in view of the fact that the principal agitation in the United States is of a communistic nature which is fundamentally international in scope, being directed from Moscow. A considerable amount of propaganda has reached the United States in the form of literature from abroad and the same is reprinted in many foreign languages for distribution in this country. The Department of Justice has through its investigations definitely ascertained the fact that smuggled diamonds are being sent to the United States for use in propaganda purposes, shipments being made by representatives of the communistic movement abroad to persons active in the same movement in this country.

The work of the General Intelligence Division necessitates a large amount of research and the study of the various radical movements theoretically and historically, as the Department is called upon from time to time to supply information on theoretical or historical points as well as evidence in individual cases. The nucleus for an excellent working library has been procured and at the present time consists of approximately 6,000 works in practically all of the European and several Asiatic languages, many of which have been translated in the office. There is a force of translators occupied on these works as well as the newspapers, periodicals and propaganda pamphlets, which latter cover a large field in many languages and are kept properly filed.

Biographies are prepared of all authors, publishers, editors, etc., showing in addition to personnel information, their connection with any interesting body or movement. Stenographic



reports of speeches made by individuals prominent in the various movements are properly filed and together with interesting articles in any one of the newspapers or publications referred to above, are properly digested or briefed and made available for immediate reference. There are approximately 100,000 cards on various subjects or individuals.

The Publications Section receives regularly about a score of the leading daily American newspapers and various periodicals, -- current news, fraternal, nationalistic, racial, etc., from which is culled information of importance.

In the Publications Section there are at present 626 papers carded, of these 389 are in English, and 236 are in foreign languages, but of these papers less than four hundred can be considered as radical papers of even a light red; -- 190 of the foreign papers and 200 of the English papers, are considered as radical.

RADICAL PAPERS . . . . .	390
English radical papers . . . .	200
Foreign radical papers . . . .	190
ANARCHIST PAPERS published in the United States . . . . .	30
English Anarchist papers . . .	3
Foreign Anarchist papers . . .	27
COMMUNIST PAPERS published in the United States . . . . .	34
English Communist papers . . .	4
Foreign Communist papers . . .	30
SYNDICALIST PAPERS . . . . .	19
English Syndicalist papers . .	5
Foreign Syndicalist papers . .	14
RACIAL RADICAL PAPERS . . . . .	24
SOCIALIST PAPERS . . . . .	93

General Intelligence Division Report -12-

16

ENGLISH SOCIALIST PAPERS . . . . .	43
FOREIGN SOCIALIST PAPERS . . . . .	30
YOUNG SOCIALIST PAPER . . . . .	1
Anarchist papers which are published in Europe and sent to the United States . . . . .	15
Radical papers from Europe . . . . .	44

The foreign language press is particularly noticeable for its strong radical leanings. In the United States alone the spread of radical doctrines is aided by over twenty-six languages.] Papers regularly received from the radical press are in the following languages:

ARMENIAN	LETTISH
BOHEMIAN	LITHUANIAN
BULGARIAN	NORWEGIAN
CROATIAN	POLISH
CZECHO-SLOVAK	PORTUGUESE
DANISH	ROUMANIAN
ESTHONIAN	RUSSIAN
FINNISH	SLOVAK
FRENCH	SLOVAKIAN* (Dialect)
GERMAN	SPANISH
GREEK	SPANISH-JEW
HUNGARIAN	SWEDISH
ITALIAN	UKRAINIAN
JEWISH	

General Intelligence Division Report, -13-

Much of the work of the General Intelligence Division has been cumulative in nature, and the collection of the same <sup>to</sup> ~~the same~~ <sup>information</sup> has enabled this department ~~to~~ not only achieve results in the more practical application of the federal ~~laws~~ <sup>Statutes</sup> to the unlawful activities of the radicals in the United States, but has ~~also~~ enabled the <sup>government to study the situation</sup> ~~general question of radicalism to be~~ <sup>a more</sup> ~~studied~~ from ~~an~~ intelligent and broad <sup>view-point</sup>. The ~~library previously mentioned contains works not only upon~~ ~~radicalism, but also upon all phases of that movement, and~~ ~~deals with constructive works for the improvement and obliteration of the present conditions tending toward radicalism.~~ ~~The assistants who have been engaged upon this work have become~~ ~~trained and skilled in the handling of questions incident to~~ ~~the inquiries and investigations.~~ While the General Intelligence Division has not <sup>participate in</sup> ~~directed~~ the investigations <sup>of</sup> ~~into~~ the <sup>over acts</sup> ~~activities~~ of radicals in the United States, its sole function being that of collecting evidence and preparing the same for proper presentation to the necessary authorities, it has however by a careful review system of the reports received from the field agents of the Bureau of Investigation, kept in close and intimate touch with the detail of the investigative work.

Respectfully,

*J. Edgar Hoover*  
Special Assistant to the Attorney General.

October 5, 1920.

62-504