FEDERAL BUREAU OF INVESTIGATION

FREEDOM OF INFORMATION/PRIVACY ACTS SECTION

COVER SHEET

SUBJECT: FBI HISTORY

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A SHORT HISTORY OF THE FBI

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# A Short History of the Federal Bureau of Investigation

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ORIGINS

The FBI originated from a force of Special Agents created in 1908 by Attorney General Charles Bonaparte during the Presidency of Theodore Roosevelt. The two men first met when they both spoke at a meeting of the Baltimore Civil Service Reform Association. Roosevelt, then Civil Service Commissioner, boasted of his reforms in federal law enforcement. It was 1892, a time when law enforcement was often political rather than professional. Roosevelt spoke with pride of his insistence that Border Patrol applicants pass marksmanship tests, with the most accurate getting the jobs. Following Roosevelt on the program, Bonaparte countered, tongue in cheek, that target shooting was not the way to get the best men. "Roosevelt should have had the men shoot at each other, and given the jobs to the survivors."

Roosevelt and Bonaparte both were "Progressives." They shared the conviction that efficiency and expertise, not political connections, should determine who could best serve in government. Theodore Roosevelt became President of the United States in 1901; four years later, he appointed Bonaparte to be Attorney General. In 1908, Bonaparte applied that Progressive philosophy to the Department of Justice by creating a corps of Special Agents. It had neither a name nor an officially designated leader other than the Attorney General. Yet, these former detectives and Secret Service men were the forerunners of the FBI.

Today, most Americans take for granted that our country needs a federal investigative service, but in 1908, the establishment of this kind of agency at a national level was highly controversial. The U.S. Constitution is based on "federalism": a national government with jurisdiction over matters that crossed boundaries, like interstate commerce and foreign affairs, with all other powers reserved to the states. Through the 1800s, Americans usually looked to cities, counties, and states to fulfill most government responsibilities. However, by the 20th century, easier transportation and communications had created a climate of opinion favorable to the federal government establishing a strong investigative tradition.

The impulse among the American people toward a responsive federal government, coupled with an idealistic, reformist spirit, characterized what is known as the Progressive Era, from approximately 1900 to 1918. The Progressive generation believed that government intervention was necessary to produce justice in an industrial society. Moreover, it looked to "experts" in all phases of industry and government to produce that just society.

President Roosevelt personified Progressivism at the national level. A federal investigative force consisting of well-disciplined experts and designed to fight corruption and crime fit Roosevelt's Progressive scheme of government. Attorney General Bonaparte shared his President's Progressive philosophy.
However, the Department of Justice under Bonaparte had no investigators of its own except for a few Special Agents who carried out specific assignments for the Attorney General, and a force of Examiners (trained as accountants) who reviewed the financial transactions of the federal courts. Since its beginning in 1870, the Department of Justice used funds appropriated to investigate federal crimes to hire private detectives first, and later investigators from other federal agencies. (Federal crimes are those that were considered interstate or occurred on federal government reservations.)

By 1907, the Department of Justice most frequently called upon Secret Service "operatives" to conduct investigations. These men were well-trained, dedicated -- and expensive. Moreover, they reported not to the Attorney General, but to the Chief of the Secret Service. This situation frustrated Bonaparte, who wanted complete control of investigations under his jurisdiction. Congress provided the impetus for Bonaparte to acquire his own force. On May 27, 1908, it enacted a law preventing the Department of Justice from engaging Secret Service operatives.

The following month, Attorney General Bonaparte appointed a force of Special Agents within the Department of Justice. Accordingly, ten former Secret Service employees and a number of Department of Justice peonage (i.e., compulsory servitude) investigators became Special Agents of the Department of Justice. On July 26, 1908, Bonaparte ordered them to report to Chief Examiner Stanley W. Finch. This action is celebrated as the beginning of the FBI.

Both Attorney General Bonaparte and President Theodore Roosevelt, who completed their terms in March 1909, recommended that the force of 34 Agents become a permanent part of the Department of Justice. Attorney General George Wickersham, Bonaparte's successor, named the force the Bureau of Investigation on March 16, 1909. At that time, the title of Chief Examiner was changed to Chief of the Bureau of Investigation.

**EARLY DAYS**

When the Bureau was established, there were few federal crimes. The Bureau of Investigation primarily investigated violations of laws involving national banking, bankruptcy, naturalization, antitrust, peonage, and land fraud. Because the early Bureau provided no formal training, previous law enforcement experience or a background in the law was considered desirable.

The first major expansion in Bureau jurisdiction came in June 1910 when the Mann ("White Slave") Act was passed, making it a crime to transport women over state lines for immoral purposes.
It also provided a tool by which the federal government could investigate criminals who evaded state laws but had no other federal violations. Finch became Commissioner of White Slavery Act violations in 1912, and former Special Examiner A. Bruce Bielaski became the new Bureau of Investigation Chief.

Over the next few years, the number of Special Agents grew to more than 300, and these individuals were complemented by another 300 support employees. Field offices existed from the Bureau's inception. Each field operation was controlled by a Special Agent in Charge who was responsible to Washington. Most field offices were located in major cities. However, several were located near the Mexican border where they concentrated on smuggling, neutrality violations, and intelligence collection, often in connection with the Mexican revolution.

With the April 1917 entry of the United States into World War I during Woodrow Wilson's administration, the Bureau's work was increased again. As a result of the war, the Bureau acquired responsibility for the Espionage, Selective Service, and Sabotage Acts, and assisted the Department of Labor by investigating enemy aliens. During these years Special Agents with general investigative experience and facility in certain languages augmented the Bureau.

William J. Flynn, former head of the Secret Service, became Director of the Bureau of Investigation in July 1919 and was the first to use that title. In October 1919, passage of the National Motor Vehicle Theft Act gave the Bureau of Investigation another tool by which to prosecute criminals who previously evaded the law by crossing state lines. With the return of the country to "normalcy" under President Warren G. Harding in 1921, the Bureau of Investigation returned to its pre-war role of fighting the few federal crimes.

THE "LAWLESS" YEARS

The years from 1921 to 1933 were sometimes called the "lawless years" because of gangsterism and the public disregard for Prohibition, which made it illegal to sell or import intoxicating beverages. Prohibition created a new federal medium for fighting crime. But the Department of the Treasury, not the Department of Justice, had jurisdiction for these violations.

Attacking crimes that were federal in scope but local in jurisdiction called for creative solutions. The Bureau of Investigation had limited success using its narrow jurisdiction to investigate some of the criminals of "the gangster era." For example, it investigated Al Capone as a "fugitive federal witness." Federal investigation of a resurgent white supremacy movement also
required creativity. The Ku Klux Klan (KKK), dormant since the late 1800s, was revived in part to counteract the economic gains made by African Americans during World War I. The Bureau of Investigation used the Mann Act to bring Louisiana’s philandering KKK "Imperial Kleagle" to justice.

Through these investigations and through more traditional investigations of neutrality violations and antitrust violations, the Bureau of Investigation gained stature. Although the Harding Administration suffered from unqualified and sometimes corrupt officials, the Progressive Era reform tradition continued among the professional Department of Justice Special Agents. The new Bureau of Investigation Director, William J. Burns, who had previously run his own detective agency, appointed 26-year-old J. Edgar Hoover as Assistant Director. Hoover, a graduate of George Washington University Law School, had worked for the Department of Justice since 1917, where he headed the enemy alien operations during World War I and assisted in the General Intelligence Division under Attorney General A. Mitchell Palmer, investigating suspected anarchists and communists.

After Harding died in 1923, his successor, Calvin Coolidge, appointed replacements for Harding’s cronies in the Cabinet. For the new Attorney General, Coolidge appointed attorney Harlan Fiske Stone. Stone then, on May 10, 1924, selected Hoover to head the Bureau of Investigation. By inclination and training, Hoover embodied the Progressive tradition. His appointment ensured that the Bureau of Investigation would keep that tradition alive.

When Hoover took over, the Bureau of Investigation had approximately 650 employees, including 441 Special Agents. He immediately fired those Agents he considered unqualified and proceeded to professionalize the organization. For example, Hoover abolished the seniority rule of promotion and introduced uniform performance appraisals. Regular inspections of Headquarters and field office operations were scheduled. New Agents had to be between 25 and 35 years old. Then, in January 1928, Hoover established a formal training course for new Agents. He also returned to the earlier preference for Special Agents with law or accounting experience.

The new Director was also keenly aware that the Bureau of Investigation could not fight crime without public support. In remarks prepared for the Attorney General in 1925, he wrote, "The Agents of the Bureau of Investigation have been impressed with the fact that the real problem of law enforcement is in trying to obtain the cooperation and sympathy of the public and that they cannot hope to get such cooperation until they themselves merit the respect of the public."

Also in the early days of Hoover’s directorship, a long
held goal of American law enforcement was achieved: the establishment of an Identification Division. Tracking criminals by means of identification records had been considered a crucial tool of law enforcement since the 19th century, and matching fingerprints was considered the most accurate method. By 1922, many large cities had started their own fingerprint collections.

In keeping with the Progressive Era tradition of federal assistance to localities, the Department of Justice created a Bureau of Criminal Identification in 1905 in order to provide a centralized reference collection of fingerprint cards. In 1907, the collection was moved, as a money-saving measure, to Leavenworth Federal Penitentiary, where it was staffed by convicts. Understandably suspicious of this arrangement, police departments formed their own centralized identification bureau maintained by the International Association of Chiefs of Police. It refused to share its data with the Bureau of Criminal Investigation. In 1924, Congress was persuaded to merge the two collections in Washington, D.C., under Bureau of Investigation administration. As a result, law enforcement agencies across the country began contributing fingerprint cards to the Bureau of Investigation by 1926.

By the end of the decade, Special Agent training was institutionalized, the field office inspection system was solidly in place, and the Identification Division was functioning. In addition, studies were underway that would lead to the creation of the Technical Laboratory and Uniform Crime Reports. The Bureau was equipped to end the "lawless years."

THE NEW DEAL

The 1929 stock market crash and the Great Depression brought hard times to America. Hard times, in turn, created more criminals—and also led Americans to escape their troubles through newspapers, radio, and movies.

To combat the crime wave, President Franklin D. Roosevelt influenced Congress in his first administration to expand federal jurisdiction, and his Attorney General, Homer Cummings, fought an unrelenting campaign against rampant interstate crime.

Noting the widespread interest of the media in this war against crime, Hoover carried the message of FBI work through them to the American people. He became as adept at publicizing his agency's work as he was at administering it. Prior to 1933, Bureau Agents had developed an esprit de corps, but the public considered them interchangeable with other federal investigators. Three years later, mere identification with the FBI was a source of special pride to its employees and commanded instant recognition and respect from the public.
During the early and mid-1930s several crucial decisions solidified the Bureau's position as the nation's premier law enforcement agency. In 1932, Congress passed a federal kidnapping statute. Then in May and June 1934, with gangsters like John Dillinger evading capture by crossing over state lines, it passed a number of federal crime laws that significantly enhanced the Bureau's jurisdiction. Congress also gave Bureau Agents statutory authority to carry guns and make arrests.

The Bureau of Investigation was renamed the United States Bureau of Investigation on July 1, 1932. Then, beginning July 1, 1933, the Department of Justice experimented for almost two years with a Division of Investigation that included the Bureau of Prohibition. Public confusion between Bureau of Investigation Special Agents and Prohibition Agents led to a permanent name change in 1935 for the agency composed of Department of Justice's investigators: the Federal Bureau of Investigation was thus born.

Contributing to its forensic expertise, the Bureau established its Technical Laboratory in 1932. Journalist Rex Collier called it "a novel research laboratory where government criminologists will match wits with underworld cunning." Originally the small laboratory operated strictly as a research facility. However, it benefitted from expanded federal funding, eventually housing specialized microscopes and extensive reference collections of guns, watermarks, typefaces, and automobile tire designs.

Also in 1935, the FBI National Academy was established to train police officers in modern investigative methods, since at that time only a few states and localities provided formal training to their peace officers. The National Academy taught investigative techniques to police officials throughout the United States, and starting in the 1940s, from all over the world.

The legal tools given to the FBI by Congress, as well as Bureau initiatives to upgrade its own professionalism and that of law enforcement, resulted in the arrest or demise of all the major gangsters by 1936. By that time, however, Fascism in Adolph Hitler's Germany and Benito Mussolini's Italy and Communism in Josef Stalin's Soviet Union threatened American democratic principles. With war on the horizon, a new set of challenges faced the FBI.

**WORLD WAR II PERIOD**

Germany, Italy, and Japan embarked on an unchecked series of invasions during the late 1930s. Hitler and Mussolini supported the Spanish Falangists in their successful civil war against the "Loyalist" Spanish government (1937-39). Although many Europeans
and North Americans considered the Spanish Civil War an opportunity to destroy Fascism, the United States, Great Britain, and France remained neutral; only Russia supported the Loyalists. To the shock of those who admired Russia for its active opposition to Fascism, Stalin and Hitler signed a nonaggression pact in August 1939. The following month, Hitler seized Poland, and Russia took Finland and the Baltic States. Great Britain and France declared war on Germany, which formed the "Axis" with Japan and Italy—and World War II began. The United States, however, continued to adhere to the neutrality acts it had passed in the mid-1930s.

As these events unfolded in Europe, the American Depression continued. The Depression provided as fertile an environment for radicalism in the United States as it did in Europe. European Fascists had their counterparts and supporters in the United States in the German-American Bund, the Silver Shirts, and similar groups. At the same time, labor unrest, racial disturbances, and sympathy for the Spanish Loyalists presented an unparalleled opportunity for the American Communist Party to gain adherents. The FBI was alert to these Fascist and Communist groups as threats to American security.

Authority to investigate these organizations came in 1936 with President Roosevelt's authorization through Secretary of State Cordell Hull. A 1939 Presidential Directive further strengthened the FBI's authority to investigate subversives in the United States, and Congress reinforced it by passing the Smith Act in 1940, outlawing advocacy of violent overthrow of the government.

With the actual outbreak of war in 1939, the responsibilities of the FBI escalated. Subversion, sabotage, and espionage became major concerns. In addition to Agents trained in general intelligence work, at least one Agent trained in defense plant protection was placed in each of the FBI's 42 field offices. The FBI also developed a network of informational sources, often using members of fraternal or veterans' organizations. With leads developed by these intelligence networks and through their own work, Special Agents investigated potential threats to national security.

Great Britain stood virtually alone against the Axis powers after France fell to the Germans in 1940. An Axis victory in Europe and Asia would threaten democracy in North America. Because of the Nazi-Soviet Pact, the American Communist Party and its sympathizers posed a double-edged threat to American interests. Under the direction of Russia, the American Communist Party vigorously advocated continued neutrality for the United States.

In 1940 and 1941, the United States moved further and further away from neutrality, actively aiding the Allies. In late 1940, Congress reestablished the draft. The FBI was responsible for locating draft evaders and deserters.
Without warning, the Germans attacked Russia on June 22, 1941. Thereafter, the FBI focused its internal security efforts on potentially dangerous German, Italian, and Japanese nationals as well as native-born Americans whose beliefs and activities aided the Axis powers.

The FBI also participated in intelligence collection. Here the Technical Laboratory played a pioneering role. Its highly skilled and inventive staff cooperated with engineers, scientists, and cryptographers in other agencies to enable the United States to penetrate and sometimes control the flow of information from the belligerents in the Western Hemisphere.

Sabotage investigations were another FBI responsibility. In June 1942, a major, yet unsuccessful, attempt at sabotage was made on American soil. Two German submarines let off four saboteurs each at Amagansett, Long Island, and Ponte Vedra Beach, Florida. These men had been trained by Germany in explosives, chemistry, secret writing, and how to blend into American surroundings. While still in German clothes, the New York group encountered a Coast Guard sentinel patrolling the beach, who ultimately allowed them to pass. However, afraid of capture, saboteur George Dasch turned himself in—and assisted the FBI in locating and arresting the rest of the team.

All were tried shortly afterward by a military tribunal and found guilty. Six who did not cooperate with the U.S. Government were executed a few days later. The others were sentenced to life imprisonment, but were returned to Germany after the war. The swift capture of these Nazi saboteurs helped to allay fear of Axis subversion and bolstered Americans' faith in the FBI.

Even before U.S. entry into the War, the FBI uncovered a major espionage ring. This group, the Frederick Duquesne spy ring, was the largest one discovered up to that time. The FBI was assisted by a loyal American with German relatives who acted as a double agent. For nearly two years the FBI ran a radio station for him, learning what Germany was sending to its spies in the United States while controlling the information that was being transmitted to Germany. The investigation led to the arrest and conviction of 33 spies.

War for the United States began December 7, 1941, when Japanese armed forces attacked ships and facilities at Pearl Harbor, Hawaii. The United States immediately declared war on Japan, and the next day Germany and Italy declared war on the United States. By 9:30 p.m., Eastern Standard Time, on December 7, the FBI was in a wartime mode. FBI Headquarters and the 54 field offices were placed on 24-hour schedules. On December 7 and 8, the FBI arrested previously identified aliens who threatened national security and turned them over to military or immigration authorities.
At this time, the FBI augmented its Agent force with National Academy graduates, who took an abbreviated training course. As a result, the total number of FBI employees rose from 7,400 to over 13,000, including approximately 4,000 Agents, by the end of 1943.

Traditional war-related investigations did not occupy all the FBI's time. For example, the Bureau continued to carry out civil rights investigations. Segregation, which was legal at the time, was the rule in the Armed Services and in virtually the entire defense industry in the 1940s. Under pressure from African-American organizations, the President appointed a Fair Employment Practices Commission (FEPC). The FEPC had no enforcement authority. However, the FBI could arrest individuals who impeded the war effort. The Bureau assisted the FEPC when a Philadelphia transit workers' union went out on strike against an FEPC desegregation order. The strike ended when it appeared that the FBI was about to arrest its leaders.

The most serious discrimination during World War II was the decision to evacuate Japanese nationals and American citizens of Japanese descent from the West Coast and send them to internment camps. Because the FBI had arrested the individuals whom it considered security threats, FBI Director Hoover took the position that confining others was unnecessary. The President and Attorney General, however, chose to support the military assessment that evacuation and internment were imperative. Ultimately, the FBI became responsible for arresting curfew and evacuation violators.

While most FBI personnel during the war worked traditional war-related or criminal cases, one contingent of Agents was unique. Separated from Bureau rolls, these Agents, with the help of FBI Legal Attaches, composed the Special Intelligence Service (SIS) in Latin America. Established by President Roosevelt in 1940, the SIS was to provide information on Axis activities in South America and to destroy its intelligence and propaganda networks. Several hundred thousand Germans or German descendants and numerous Japanese lived in South America. They provided pro-Axis pressure and cover for Axis communications facilities. Nevertheless, in every South American country, the SIS was instrumental in bringing about a situation in which, by 1944, continued support for the Nazis became intolerable or impractical.

In April 1945, President Roosevelt died, and Vice President Harry Truman took office as President. Before the end of the month, Hitler committed suicide and the German commander in Italy surrendered. Although the May 1945 surrender of Germany ended the war in Europe, war continued in the Pacific until August 14, 1945.

The world that the FBI faced in September 1945 was very different from the world of 1939 when the war began. American
isolationism had effectively ended, and, economically, the United States had become the world's most powerful nation. At home, organized labor had achieved a strong foothold; African Americans and women, having tasted equality during wartime labor shortages, had developed aspirations and the means of achieving the goals that these groups had lacked before the war. The American Communist Party possessed an unparalleled confidence, while overseas the Soviet Union strengthened its grasp on the countries it had wrested from German occupation—making it plain that its plans to expand Communist influence had not abated. And hanging over the euphoria of a world once more at peace was the mushroom cloud of atomic weaponry.

POSTWAR AMERICA

In February 1946 Stalin gave a public address in which he implied that future wars were inevitable until Communism replaced capitalism worldwide. Events in Europe and North America convinced Congress that Stalin was well on his way to achieving his goal. The Russian veto prevented the United Nations from curbing Soviet expansion under its auspices.

Americans feared Communist expansion was not limited to Europe. By 1947, ample evidence existed that pro-Soviet individuals had infiltrated the American Government. In June, 1945, the FBI raided the offices of Amerasia, a magazine concerned with the Far East, and discovered a large number of classified State Department documents. Several months later the Canadians arrested 22 people for trying to steal atomic secrets. Previously, Americans felt secure behind their monopoly of the atomic bomb. Fear of a Russian bomb now came to dominate American thinking. The Soviets detonated their own bomb in 1949.

Counteracting the Communist threat became a paramount focus of government at all levels, as well as the private sector. While U.S. foreign policy concentrated on defeating Communist expansion abroad, many U.S. citizens sought to defeat the Communist threat at home. The American Communist Party worked through front organizations or influenced other Americans who agreed with their current propaganda ("fellow travelers").

Since 1917, the FBI and its predecessor agencies had investigated suspected acts of espionage and sabotage. In 1939 and again in 1943, Presidential directives had authorized the FBI to carry out investigations of threats to national security. This role was clarified and expanded under Presidents Truman and Dwight D. Eisenhower. Any public or private agency or individual with information about subversive activities was urged to report it to the FBI. A poster to that effect was distributed to police departments throughout the country. At the same time, it warned
Americans to "avoid reporting malicious gossip or idle rumors."

The FBI’s authority to conduct background investigations on present and prospective government employees also expanded dramatically in the postwar years. The 1946 Atomic Energy Act gave the FBI "responsibility for determining the loyalty of individuals ... having access to restricted Atomic Energy data." Later, executive orders from both Presidents Truman and Eisenhower gave the FBI responsibility for investigating allegations of disloyalty among federal employees. In these cases, the agency requesting the investigation made the final determination; the FBI only conducted the investigation and reported the results.

Many suspected and convicted spies, such as Julius and Ethel Rosenberg, had been federal employees. Therefore, background investigations were considered to be just as vital as cracking major espionage cases.

Despite the threats to the United States of subversion and espionage, the FBI’s extended jurisdiction, and the time-consuming nature of background investigations, the Bureau did not surpass the number of Agents it had during World War II—or its yearly wartime budget—until the Korean War in the early 1950s. After the Korean War ended, the number of Agents stabilized at about 6,200, while the budget began a steady climb in 1957.

Several factors converged to undermine domestic Communism in the 1950s. Situations like the Soviet defeat of the Hungarian rebellion in 1956 caused many members to abandon the American Communist Party. However, the FBI also played a role in diminishing Party influence. The Bureau was responsible for the investigation and arrest of alleged spies and Smith Act violators, most of whom were convicted. Through Hoover’s speeches, articles, testimony, and books like Masters of Deceit, the FBI helped alert the public to the Communist threat.

The FBI’s role in fighting crime also expanded in the postwar period through its assistance to state and local law enforcement and through increased jurisdictional responsibility.

Advances in forensic science and technical development enabled the FBI to devote a significant proportion of its resources to assisting state and local law enforcement agencies. One method of continuing assistance was through the National Academy. Another was to use its greater resources to help states and localities solve their cases.

A dramatic example of aid to a state occurred after the midair explosion of a plane over Colorado in 1955. The FBI Laboratory examined hundreds of airplane parts, pieces of cargo, and the personal effects of passengers. It pieced together evidence of a bomb explosion from passenger luggage, then
painstakingly looked into the backgrounds of the 44 victims. Ultimately, Agents identified the perpetrator and secured his confession, then turned the case over to Colorado authorities who successfully prosecuted it in a state court.

At the same time, Congress gave the FBI new federal laws with which to fight civil rights violations, racketeering, and gambling.

Up to this time, the interpretation of federal civil rights statutes by the Supreme Court was so narrow that few crimes, however heinous, qualified to be investigated by federal agents.

The turning point in federal civil rights actions occurred in the summer of 1964, with the murder of voting registration workers Michael Schwerner, Andrew Goodman, and James Chaney near Philadelphia, Mississippi. At the Department of Justice's request, the FBI conducted the investigation as it had in previous, less-publicized racial incidents. The case against the perpetrators took years to go through the courts. Only after 1966, when the Supreme Court made it clear that federal law could be used to prosecute civil rights violations, were seven men found guilty. By the late 1960s, the confluence of unambiguous federal authority and local support for civil rights prosecutions allowed the FBI to play an influential role in enabling African Americans to vote, serve on juries, and use public accommodations on an equal basis.

Involvement of the FBI in organized crime investigations also was hampered by the lack of possible federal laws covering crimes perpetrated by racketeers. After Prohibition, many mob activities were carried out locally, or if interstate, they did not constitute major violations within the Bureau's jurisdiction.

An impetus for federal legislation occurred in 1957 with the discovery by Sergeant Cresswell of the New York State Police that many of the best known mobsters in the United States had met together in upstate New York. The FBI collected information on all the individuals identified at the meeting, confirming the existence of a national organized-crime network. However, it was not until an FBI Agent persuaded mob insider Joseph Valachi to testify that the public learned firsthand of the nature of La Cosa Nostra, the American "mafia."

On the heels of Valachi's disclosures, Congress passed two new laws to strengthen federal racketeering and gambling statutes that had been passed in the 1950s and early 1960s to aid the Bureau's fight against mob influence. The Omnibus Crime Control and Safe Streets Act of 1968 provided for the use of court-ordered electronic surveillance in the investigation of certain specified violations. The Racketeer Influenced and Corrupt Organizations (RICO) Statute of 1970 allowed organized groups to be prosecuted for all of their diverse criminal activities, without the crimes
being linked by a perpetrator or all-encompassing conspiracy. Along with greater use of Agents for undercover work by the late 1970s, these provisions helped the FBI develop cases that, in the 1980s, put almost all the major traditional crime family heads in prison.

A national tragedy produced another expansion of FBI jurisdiction. When President Kennedy was assassinated, the crime was a local homicide; no federal law addressed the murder of a President. Nevertheless, President Lyndon B. Johnson tasked the Bureau with conducting the investigation. Congress then passed a new law to ensure that any such act in the future would be a federal crime.

THE VIETNAM WAR ERA

President Kennedy's assassination introduced the violent aspect of the era known as the "Sixties." This period, which actually lasted into the mid-1970s, was characterized by idealism, but also by increased urban crime and a propensity for some groups to resort to violence in challenging the "establishment."

Most Americans objecting to involvement in Vietnam or to other policies wrote to Congress or carried peace signs in orderly demonstrations. Nevertheless, in 1970 alone, an estimated 3,000 bombings and 50,000 bomb threats occurred in the United States.

Opposition to the war in Vietnam brought together numerous anti-establishment groups and gave them a common goal. The convergence of crime, violence, civil rights issues, and potential national security issues ensured that the FBI played a significant role during this troubled period.

Presidents Johnson and Nixon and Director Hoover shared with many Americans a perception of the potential dangers to this country from some who opposed its policies in Vietnam. As Hoover observed in a 1966 FBI Magazine article, the United States was confronted with "a new style in conspiracy--conspiracy that is extremely subtle and devious and hence difficult to understand...a conspiracy reflected by questionable moods and attitudes, by unrestrained individualism, by nonconformism in dress and speech, even by obscene language, rather than by formal membership in specific organizations."

The New Left movement's "romance with violence" involved, among others, four young men living in Madison, Wisconsin. Antiwar sentiment was widespread at the University of Wisconsin (UW), where two of them were students. During the very early morning of August 24, 1970, the four used a powerful homemade bomb to blow up Sterling Hall, which housed the Army Math Research Center at UW.
A graduate student was killed and three others were injured.

That crime occurred a few months after National Guardsmen killed four students and wounded several others during an antiwar demonstration at Kent State University. The FBI investigated both incidents. Together, these events helped end the "romance with violence" for all but a handful of hardcore New Left revolutionaries. Draft dodging and property damage had been tolerable to many antiwar sympathizers. Deaths were not.

By 1971, with few exceptions, the most extreme members of the antiwar movement concentrated on more peaceable, yet still radical tactics, such as the clandestine publication of The Pentagon Papers. However, the violent Weathermen and its successor groups continued to challenge the FBI into the 1980s.

No specific guidelines for FBI Agents covering national security investigations had been developed by the Administration or Congress; these, in fact, were not issued until 1976. Therefore, the FBI addressed the threats from the militant "New Left" as it had those from Communists in the 1950s and the KKK in the 1960s. It used both traditional investigative techniques and counterintelligence programs ("Cointelpro") to counteract domestic terrorism and conduct investigations of individuals and organizations who threatened terrorist violence. Wiretapping and other intrusive techniques were discouraged by Hoover in the mid-1960s and eventually were forbidden completely unless they conformed to the Omnibus Crime Control Act. Hoover formally terminated all "Cointelpro" operations on April 28, 1971.

FBI Director J. Edgar Hoover died on May 2, 1972, just shy of 48 years as the FBI Director. He was 77. The next day his body lay in state in the Rotunda of the Capitol, an honor accorded only 21 other Americans.

Hoover's successor would have to contend with the complex turmoil of that troubled time. In 1972, unlike 1924 when Attorney General Harlan Fiske Stone selected Hoover, the President appointed the FBI Director with confirmation by the Senate. President Nixon appointed L. Patrick Gray as Acting Director the day after Hoover's death. After retiring from a distinguished Naval career, Gray had continued in public service as the Department of Justice's Assistant Attorney General for the Civil Division. As Acting Director, Gray appointed the first women as Special Agents since the 1920s.

Shortly after Gray became Acting Director, five men were arrested photographing documents at the Democratic National Headquarters in the Watergate Office Building in Washington, D.C. The break-in had been authorized by Republican Party officials. Within hours, the White House began its effort to cover up its role, and the new Acting FBI Director was inadvertently drawn into
it. FBI Agents undertook a thorough investigation of the break-in and related events. However, when Gray's questionable personal role was revealed, he withdrew his name from the Senate's consideration to be Director. He was replaced hours after he resigned on April 27, 1973, by William Ruckleshaus, a former Congressman and the first head of the Environmental Protection Agency, who remained until Clarence Kelley's appointment as Director on July 9, 1973. Kelley, who was Kansas City Police Chief when he received the appointment, had been an FBI Agent from 1940 to 1961.

AFTERMATH OF WATERGATE

Three days after Director Kelley's appointment, top aides in the Nixon Administration resigned amid charges of White House efforts to obstruct justice in the Watergate case. Vice President Spiro T. Agnew resigned in October, following charges of tax evasion. Then, following impeachment hearings that were broadcast over television to the American public throughout 1974, President Nixon resigned on August 9, 1974. Vice President Gerald R. Ford was sworn in as President that same day. In granting an unconditional pardon to ex-President Nixon one month later, he vowed to heal the nation.

Director Kelley similarly sought to restore public trust in the FBI and in law enforcement. He instituted numerous policy changes that targeted the training and selection of FBI and law enforcement leaders, the procedures of investigative intelligence collection, and the prioritizing of criminal programs.

In 1974, Kelley instituted Career Review Boards and programs to identify and train potential managers. For upper management of the entire law enforcement community, the FBI, in cooperation with the International Association of Chiefs of Police and the Major Cities Chief Administrators, started the National Executive Institute, which provided high-level executive training and encouraged future operational cooperation.

Kelley also responded to scrutiny by Congress and the media on whether FBI methods of collecting intelligence in domestic security and counterintelligence investigations abridged Constitutional rights. The FBI had traditionally used its own criteria for intelligence collection, based on executive orders and blanket authority granted by attorney generals. After congressional hearings, Attorney General Edward Levi established finely detailed guidelines for the first time. The guidelines for FBI foreign counterintelligence investigations went into effect on March 10,
1976, and for domestic security investigations on April 5, 1976. (The latter were superseded March 21, 1983.)

Kelley's most significant management innovation, however, was implementing the concept of "Quality over Quantity" investigations. He directed each field office to set priorities based on the types of cases most important in its territory and to concentrate resources on those priority matters. Strengthening the "Quality over Quantity" concept, the FBI as a whole established three national priorities: foreign counterintelligence, organized crime, and white-collar crime. To handle the last priority, the Bureau intensified its recruitment of accountants. It also stepped up its use of undercover operations in major cases.

During Kelley's tenure as Director, the FBI made a strong effort to develop an Agent force with more women and one that was more reflective of the ethnic composition of the United States.

THE RISE OF INTERNATIONAL CRIME

In 1978, Director Kelley resigned and was replaced by former federal Judge William H. Webster. At the time of his appointment, Webster was serving as Judge of the U.S. Court of Appeals for the Eighth Circuit. He had previously been a Judge of the U.S. District Court for the Eastern District of Missouri.

In 1982, following an explosion of terrorist incidents worldwide, Webster made counterterrorism a fourth national priority. He also expanded FBI efforts in the three others: foreign counterintelligence, organized crime, and white-collar crime.

The FBI solved so many espionage cases during the mid-1980s that the press dubbed 1985 "the year of the spy." The most serious espionage damage uncovered by the FBI was perpetrated by the John Walker spy ring and by former National Security Agency employee William Pelton.

Throughout the 1980s, the illegal drug trade severely challenged the resources of American law enforcement. To ease this challenge, in 1982 the Attorney General gave the FBI concurrent jurisdiction with the Drug Enforcement Administration (DEA) over narcotics violations in the United States. The expanded Department of Justice attention to drug crimes resulted in the confiscation of millions of dollars in controlled substances, the arrests of major narcotics figures, and the dismantling of important drug rings. One of the most publicized, dubbed "the Pizza Connection" case, involved the heroin trade in the United States and Italy. It resulted in 18 convictions, including a former leader of the Sicilian Mafia. Then Assistant U.S. Attorney Louis J. Freeh, who
was to be appointed FBI Director in 1993, was key to prosecutive
successes in the case.

On another front, Webster strengthened the FBI's response
to white-collar crimes. Public corruption was attacked nationwide.
Convictions resulting from FBI investigations included members of
Congress (ABSCAM), the judiciary (GREYLORD), and state legislatures
in California and South Carolina. A major investigation
culminating in 1988 unveiled corruption in defense procurement
(ILLWIND).

As the United States faced a financial crisis in the
failures of savings and loan associations during the 1980s, the FBI
uncovered instances of fraud that lay behind many of those
failures. It was perhaps the single largest investigative effort
undertaken by the FBI to that date: from investigating 10 bank
failures in 1981, it had 282 bank failures under investigation by
February 1987.

In 1984, the FBI acted as lead agency for security of the
Los Angeles Olympics. In the course of its efforts to anticipate
and prepare for acts of terrorism and street crime, it built
important bridges of interaction and cooperation with local, state,
and other federal agencies, as well as agencies of other countries.
It also unveiled the FBI's Hostage Rescue Team as a domestic force
capable of responding to complex hostage situations such as
tragically occurred in Munich at the 1972 games.

Perhaps as a result of the Bureau's emphasis on
combating terrorism, such acts within the United States decreased
dramatically during the 1980s. In 1986, Congress had expanded FBI
jurisdiction to cover terrorist acts against U.S. citizens outside
the U.S. boundaries.

On May 26, 1987, Judge Webster left the FBI to become
Director of the Central Intelligence Agency. Executive Assistant
Director John E. Otto became Acting Director and served in that
position until November 2, 1987. During his tenure, Acting
Director Otto designated drug investigations as the FBI's fifth
national priority.

On November 2, 1987, former federal Judge William Steele
Sessions was sworn in as FBI Director. Prior to his appointment as
FBI Director, Sessions served as the Chief Judge of the U.S.
District Court for the Western District of Texas. He had
previously served as a District Judge and as U.S. Attorney for that
district.

Under Director Sessions, crime prevention efforts, in
place since Director Kelley's tenure, were expanded to include a
drug demand reduction program. FBI offices nationwide began
working closely with local school and civic groups to educate young
people to the dangers of drugs. Subsequent nationwide community outreach efforts under that program evolved and expanded through such initiatives as the Adopt-A-School/Junior G-Man Program.

THE POST-COLD WAR WORLD

The dismantling of the Berlin Wall in November 1989 electrified the world and dramatically rang up the Iron Curtain on the final act in the Cold War: the formal dissolution of the Soviet Union, which occurred on December 25, 1991.

While world leaders scrambled to reposition their foreign policies and redefine national security parameters, the FBI responded as an agency in January 1992 by reassigning 300 Special Agents from foreign counterintelligence duties to violent crime investigations across the country. It was an unprecedented opportunity to intensify efforts in burgeoning domestic crime problems—and at the same time to rethink and retool FBI national security programs in counterintelligence and counterterrorism.

In response to a 40-percent increase in crimes of violence over the previous 10 years, Director Sessions had designated the investigation of violent crime as the FBI's sixth national priority program in 1989. By November 1991 the FBI had created "Operation Safe Streets" in Washington, D.C.—a concept of federal, state, and local police task forces targeting fugitives and gangs. It was now ready to expand this operational assistance to police nationwide.

At the same time, the FBI Laboratory helped change the face of violent criminal identification. Its breakthrough use of DNA technology enabled genetic crime-scene evidence to positively identify—or rule out—suspects by comparing their particular DNA patterns. This unique identifier enabled the creation of a national DNA Index similar to the fingerprint index, which had been implemented in 1924.

The FBI also strengthened its response to white-collar crimes. Popularized as "crime in the suites," these nonviolent crimes had steadily increased as automation in and deregulation of industries had created new environments for fraud. Resources were, accordingly, redirected to combat the new wave of large-scale insider bank fraud and financial crimes; to address criminal sanctions in new federal environmental legislation; and to establish long-term investigations of complex health care frauds.

At the same time, the FBI reassessed its strategies in defending the national security, now no longer defined as the containment of communism and the prevention of nuclear war.
By creating the National Security Threat List, which was approved by the Attorney General in 1991, it changed its approach from defending against hostile intelligence agencies to protecting U.S. information and technologies. It thus identified all countries—not just hostile intelligence services—that pose a continuing and serious intelligence threat to the United States. It also defined expanded threat issues, including the proliferation of chemical, biological, and nuclear weapons; the loss of critical technologies; and the improper collection of trade secrets and proprietary information.

As President Clinton was to note in 1994, with the dramatic expansion of the global economy "national security now means economic security."

Two events occurred in late 1992 and early 1993 that were to have a major impact on FBI policies and operations. In August 1992, the FBI responded to the shooting death of Deputy U.S. Marshal William Degan, who was killed at Ruby Ridge, Idaho, while participating in a surveillance of federal fugitive Randall Weaver. In the course of the standoff, Weaver’s wife was accidentally shot and killed by an FBI sniper.

Eight months later, at a remote compound outside Waco, Texas, FBI Agents sought to end a 51-day standoff with members of a heavily armed religious sect who had killed four officers of the Bureau of Alcohol, Tobacco and Firearms. Instead, as Agents watched in horror, the compound burned to the ground from fires lit by members of the sect. Eighty persons, including children, died in the blaze.

These two events set the stage for public and congressional inquiries into the FBI’s ability to respond to crisis situations.

On July 19, 1993, following allegations of ethics violations committed by Director Sessions, President Clinton removed him from office and appointed Deputy Director Floyd I. Clarke as Acting FBI Director. The President noted that Director Sessions’ most significant achievement was broadening the FBI to include more women and minorities.

**RECENT YEARS: 1993 -**

Louis J. Freeh was sworn in as Director of the FBI on September 1, 1993.

Freeh came to the Bureau with impeccable credentials and unusual insight into the Bureau. He had served as an FBI Agent from 1975 to 1981 in the New York City Field Office and at FBI Headquarters before leaving to join the U.S. Attorney’s Office for
the Southern District of New York. Here Freeh rose quickly and prosecuted many major FBI cases, including the notorious "Pizza Connection" case and the "VANPAC" mail bomb case. He was appointed a U.S. District Court Judge for the Southern District of New York in 1981. On July 20, 1993, President Clinton nominated him to be FBI Director. He was confirmed by the U.S. Senate on August 6, 1993.

Freeh began his tenure with a clearly articulated agenda that would respond both to deepening crime problems and to a climate of government downsizing. In his oath of office speech he called for new levels of cooperation among law enforcement agencies, both at home and abroad, and he announced his intention to restructure the FBI in order to maximize its operational response to crime.

Six weeks after taking office, he announced a major reorganization to streamline Headquarters operations of the FBI. Many management positions were abolished. Selected divisions and offices were merged, reorganized, or abolished. Soon after, Freeh ordered the transfer of 600 Special Agents serving in administrative positions to investigative positions in field offices. To revitalize an aging Agent work force, Freeh gained approval to end a 2-year hiring freeze on new Agents.

Freeh also instituted changes which affected current FBI employee policies and standards of conduct. These changes strengthened the FBI's traditionally high requirements for personal conduct and ethics, and established a "bright line" between what would be acceptable and what would not.

In continuation of the FBI's commitment to the advancement of minorities and women within the ranks of the organization, in October, 1993, Freeh appointed the first woman, the first man of Hispanic descent, and the second man of African-American descent to be named Assistant Director.

In late 1993, Freeh was given a simultaneous appointment to serve as Director of the Department of Justice's new Office of Investigative Agency Policies. From this position, he has been able to work effectively with law enforcement agencies within the Department of Justice to develop close cooperation on criminal law enforcement issues, including sharing information on drug intelligence, automation, firearms, and aviation support.

Also in late 1993, Freeh moved strongly to dramatize the importance of international cooperation on organized crime issues. He traveled to Sicily to honor his late friend and colleague Giovanni Falcone, who had been killed in a bomb blast with his wife and three bodyguards the year before. On the steps of the Palatine Chapel of the Palace of the Normans, in the face of the Mafia presence, Freeh challenged the Sicilian people "to oppose them with
your minds and hearts and the rule of law." This message was to be repeated and strengthened the following year in the new democratic capitals of Russia and Eastern Europe.

In the summer of 1994, Freeh led a delegation of high-level diplomatic and federal law enforcement officials to meet with senior officials of 11 European nations on international crime issues.

At the outset, Richard Holbrooke, U.S. Ambassador to Germany, declared, "This is the evolving American foreign policy. Law Enforcement is at the forefront of our national interest in this part of the world." Meetings were held with officials of Russia, Germany, the Czech Republic, the Slovak Republic, Hungary, Poland, the Ukraine, Austria, Lithuania, Latvia, and Estonia. On July 4, 1994, Director Freeh officially announced the historic opening of an FBI Legal Attache Office in Moscow, the old seat of Russian communism.

Subsequently, international leaders and law enforcement officials have focused on ways to strengthen security measures against possible theft of nuclear weapons and nuclear materials from Russia and other former republics of the Soviet Union. They have sharpened joint efforts against organized crime, drug trafficking, and terrorism. They have also strongly supported the FBI's efforts to institute standardized training of international police in investigative processes, ethics, leadership, and professionalism: in April 1995, the International Law Enforcement Academy opened its doors in Budapest, Hungary. Staffed by FBI and other law enforcement trainers, the academy offers five eight-week courses a year, based on the FBI's National Academy concept.

To prepare the FBI for both domestic and foreign lawlessness in the 21st century, Freeh spearheaded the effort by law enforcement to ensure its ability, in the face of telecommunications advances, to carry out court-authorized electronic surveillance in major investigations affecting public safety and national security. This ability was secured when Congress passed the Communications Assistance for Law Enforcement Act in October 1994.

He also mounted aggressive programs in specific criminal areas. During the years 1993 through 1996, these efforts paid off in successful investigations as diverse as the World Trade Center bombing in New York City; the Archer Daniels Midland international price-fixing conspiracies; the attempted theft of Schering-Plough and Merck pharmaceutical trade secrets; and the arrests of Mexican drug trafficker Juan Garcia-Abrego and Russian crime boss Vyacheslav Ivankov.

In 1996, the Health Insurance Portability and Accountability Act and the Economic Espionage Act were passed in
the closing days of the 104th Session of Congress, then signed into law. These new statutes enabled the FBI to significantly strengthen its criminal programs in health care fraud and the theft of trade secrets and intellectual property.

At the same time, Director Freeh initiated many changes to prepare for evolving criminal challenges. For example, he began construction of a new state-of-the-art FBI forensic laboratory. He formed the Critical Incident Response Group to deal efficiently with crisis situations. He created the Computer Investigations and Infrastructure Threat Assessment Center to respond to physical and cyber attacks against U.S. infrastructure. And, in 1996, he initiated a comprehensive and integrated FBI response to nuclear, biological, and chemical (NBC) crisis incidents when the FBI was designated lead law enforcement agency in NBC investigations.

*** *** *** ***

As it approaches its 90th anniversary, the FBI continues to anticipate and respond to emerging criminal threats.

Its work, on behalf of the American people, is being carried out by some of the most dedicated and talented employees found anywhere in the world today. All are committed to combating criminal activity through the Bureau's investigations, programs, and law enforcement services. They continue the mission of that first small group of Special Agents in 1908 who established a tradition of service that has become the Bureau's motto: Fidelity, Bravery, and Integrity.

FOR FURTHER INFORMATION:

Office of Public and Congressional Affairs
Federal Bureau of Investigation
935 Pennsylvania Avenue, N.W.
Washington, D.C. 20535

http://www.fbi.gov
FILE DESCRIPTION

SUBJECT. FBI History

FILE NO. 62-24172

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<td>Mr. E. A. Tamm</td>
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Chief Clerk's Office
- Records Section
- Mail Room
- Mechanical Sec.
- Personnel Files
- Washington Field
- Quantico
- Room

- Send File
- Place on Record
- Place on Record and Return
- Phone me
- See me
- Note and return
- Please handle
- File our files

Re: FBI History

H. H. CLEGG
Room 5255, Ext. 484
Department of Justice
Washington 25, D.C.

F. B. I.

March 16, 1909.

Order Establishing Bureau of Investigation of the
Department of Justice

For the purpose of facilitating the investigation work
under this Department, the office of the Chief Examiner shall
hereafter be called the Bureau of Investigation, and the Chief
Examiner is hereby authorized and designated to act as the
Chief of the said Bureau, and as such shall have supervision
over the work of all persons whose compensation or expenses
are paid from the appropriation "Miscellaneous Expenses,
United States Courts", or the appropriation "Detection and
Prosecution of Crimes," and who are employed for the purpose
of collecting evidence or of making investigations or examin-
ations of any kind for this Department or the officers thereof.

Geo. W. Vickersham,
Attorney General.
Mr. J. Edgar Hoover, Director,
Bureau of Investigation,
Department of Justice,
Washington, D. C.

Dear Mr. Hoover:

How many subscriptions to The United States Daily will you need for the fiscal year just starting, for the Bureau of Investigation?

We make this inquiry now because at this time bureaus, divisions, and independent establishments are sending in their orders.

If, like some of the other government branches, it is impossible for you to pay your subscriptions in advance, we can tell you that we have made arrangements to bill you in accordance with your particular requirements, after the paper has started.

Yours very truly,

Jay Jerome Williams
Publisher

JUL 2 1926
FROM: The United States Daily.

TO: All Bureau and Division Chiefs.

SUBJECT: News Announcements.

AUG 10 1926.

DEPARTMENT OF JUSTICE

DIV TWO

FEB

We would appreciate your cooperation in sending us, either by mail or messenger, copies of all letters received by you and your answers thereto which may be of news interest either to the special groups of people affected or the general public. We publish only authorized information and we have no desire to receive this for ourselves alone as a special or exclusive service. Should you desire us to furnish a proof or copy to be posted in the National Press Club or to be given to the news associations, we will be glad to furnish the extra copy to whoever may be designated. Our purpose is merely to make sure that we are getting a complete record of governmental activities.

We have stationed a reporter in every department and in every independent establishment who is assigned to call at every bureau or division at least once every day. Should you have any letters or copies of correspondence that require approval by a higher officer, our representative will be glad to submit the material he has gathered to such higher official. Our reporters are instructed not to send us anything for publication unless it has been fully authorized by the governmental
bureau or division in question. You may, therefore, place implicit confidence in our representatives and give them oral announcements or memoranda. Inasmuch as it is physically impossible to make more than one call every day, we would appreciate it if you asked your stenographers to make an extra copy of important letters answered by you and notify us about it at once. We can use material up to 5 P. M., but should, as far as possible, have your announcements in hand before four o'clock whenever possible. Please telephone WEST 2880 if you wish a reporter to come to your office.

Please bear in mind that every member of Congress reads The United States Daily and that the activities of governmental bureaus are of especial interest to them. In fact, by revealing to Congress constantly the enormous amount of work done by the bureaus, there is no doubt that there will be an increase in appreciation of the service rendered by administrative officers.

Trusting that we may have your cooperation, we remain,

Respectfully yours

THE UNITED STATES DAILY

Chief of News Staff.

C. Marshall
The United States Daily
Established March 4, 1826.


David Lawrence
President

Jay Jerome Williams
Publisher

John E. Rice
General Manager

C. E. Randall
Chief of News Staff

James L. Pratt
News Research Director

Ernest A. Schale
Mail Circulation Director

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To Canada, $1.75. To Foreign Countries, $2.00.

The sole purpose of The United States Daily is to present a complete and comprehensive record of the daily activities of the Government of the United States in all its branches—Legislative, Executive and Judicial—without editorial opinion or comment of any kind. Pointing that such a daily newspaper would fill a distinct place in the life of the American people, the following men and women founded this publication:

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Edward W. Bos
John W. Weeks
Miss Belle Sherwin
E. A. Deeds
Bernard M. Bartch
Clarence H. Mackay
Van S. More-Smith
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T. M. Bray

November 9, 1926.

RECEIVED

RECEIVED NOV 10, 1926

MEMORANDUM FOR MR. DODGE.

I am attaching hereto a copy of a communication received by me from an official of the United States Daily, which requests certain information. I am forwarding this to you for your attention in view of the fact that no information of my character can be furnished except from your office.

Very truly yours,

[Signature]

Name

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

Dear Mr. Hoover:

The United States Daily is making a topical survey
of all the units of the national government, grouping related
activities. The work of each unit will be covered in a special
article to be submitted for revision and approval to the bureau
before publication. In order to assist us in grouping the
bureaus, we are asking all chiefs of bureaus or divisions to
check herein the activities in which their units are engaged.
Would you kindly look over the attached list, check off the
topics which touch your unit and return to us in the enclosed
envelope? This will be of great assistance to us in covering
the work of the various units in their proper order.

Owing to the magnitude of this task, considerable time
may elapse before some of the bureaus are reached in the survey
but all will be covered thoroughly and ample time will be given
before publication for personal consultation with each bureau
chief, careful preparation of his article and revision by him.

We are sure we can count upon you for full cooperation
in this great educational work.

Sincerely yours,

Chief of News Staff.
June 26, 1927.

MEMORANDUM FOR MR. DODGE

I am transmitting attached hereto copy of communication, together with enclosure, received from Mr. C. C. Marshall, Chief of News Staff, The United States Daily, under date of June 22.

It will be noted that this communication requests either the preparation of an article with reference to the functions of this Bureau, or my submission to an interview.

Will you please advise me as to your views and wishes in the premises, that is as to whether or not an article should be prepared, or whether it would be preferable to permit the newspaper representative to conduct an interview.

Very truly yours,

Director

Encl. 30124
June 22, 1927.

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

Dear Mr. Hoover:

The United States Daily is making a topical survey of the Government. In the series of articles now running are being shown the practical contacts between divisions and bureaus of the Government of the United States, irrespective of their place in the administration organization.

We would be pleased to have an article by you on the functions of your office. If you do not feel that you have time to prepare such an article, we would be glad to send a member of our staff to interview you for material for such an article, to be submitted to you for approval or revision before publication. These articles are running between 1,200 and 1,500 words in length.

I hope that you will find time to prepare this article yourself, but if you cannot, will you be kind enough to inform me when you can see one of our reporters.

I am attaching a copy of the article printed in today's issue, which will give you a general idea as to the character of these articles in the event you have not already seen it.

Sincerely yours,

C. Gorman
Chief of News Staff.

June 27, 1927.

Encl. 1.

REC.
July 10, 1927.

Mr. C. O. Marshall,
Chief of News Staff,
United States Daily,
Washington, D. C.

Dear Sir:

I beg to acknowledge receipt of your communication of June 21, 1927, requesting an article on the functions of the Bureau of Investigation of the Department of Justice.

In accordance therewith, I am transmitting, attached hereto, a review of the functions and scope of the Bureau which I trust may meet your wishes.

Very truly yours,

[Name]

Director.

Encl. 245914.

[Note: The page contains a form with handwritten notes and stamps.]
Bureau of Investigation Inquires Into Violations Of Federal Laws and Keeps Criminal Records

Topic 18—Law Enforcement

First Article—Bureau of Investigation

In this series of articles presenting a topical survey of the activities of the Government are shown the practical operative investigatory divisions and bureau irrespective of their place in the subordinated investigative organization. Groups of articles have been presented explaining Government activities under each of the following topics: First, Public Health; second, Foreign Relations; third, Education; fourth, Finance; fifth, Conservation; sixth, Industry; seventh, Transportation; eighth, Taxation; ninth, Social Welfare; tenth, Trade Practices; eleventh, Science; twelfth, Shipping; thirteenth, Foreign Trade; fourteenth, Arts; fifteenth, Public Utilities; sixteenth, Communications; and seventeenth National Defense. The present group deals with Federal activities in connection with Law Enforcement.

By J. Edgar Hoover, Director, Bureau of Investigation, Department of Justice.

The Bureau of Investigation of the Department of Justice has been organized as a functional investigatory division of the Department of Justice since 1908. It is charged with the duty of investigating violations of the laws of the United States and collecting evidence in cases in which the United States is or may be a party in interest. As a matter of practical policy, the Bureau of Investigation conducts investigative inquiries into such violations, or alleged violations, of Federal laws or statutes as are not specifically assigned, by legislative action or otherwise, to other governmental investigative agencies.

Among the classes of cases investigated by the Bureau may be listed the following: bribery of Federal officials, civil rights and domestic violence, contempt of court, copyright, crimes on the high seas, crimes against Federal cases, neutrality violations, questions relative to bord and parole cases involving Federal prisoners, parolees, and probation cases, perjury in Federal courts, violations of the Red Cross Act, National Bank Act, National Bankruptcy Act, Interstate alien traffic, various cases involving Federal laws, White Slave Traffic Act, National Motor Vehicle Theft Act, illegal use of interstate railway passengers, trustee, embroilment and illegal occupation of Government property, Embezzlement and frauds against the Government, etc.

Field offices of the Bureau of Investigation are situated in the larger cities of the United States. The investigative work of the Bureau is carried on by so-called Special Agents. There is also a division covering the work of expert accountants required in the investigation of various cases involving violations of the National Bank Act, National Bankruptcy Act, Postal Frauds, Farm Loan Act, etc., etc.

An indication of the work of the Bureau of Investigation is shown in the following table showing cases, fines, recoveries imposed and secured by the work of the Bureau during the fiscal years ending June 30, 1926:

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<td>White Slave Traffic Act</td>
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Total $5,06,00,00 $5,06,00,00

4,984,316 $1,003,505,42 $56,825,619,29
There were two life sentences, both for crimes on Government and Indian reservations.

SPECIAL agents of the Bureau of Investigation are selected with the utmost care and after the most rigid tests have been applied. Appointments are confined to those possessing LL. B. or LL. M. degrees from recognized law schools or colleges. It has been found that a comprehensive knowledge of law is practically an indispensable requirement in the intellectual equipment of a modern investigator. It is recognized, also, that the moral equipment of a high-class investigator is of positive importance. No special agent of the Bureau of Investigation is appointed who has not first been thoroughly investigated and whose entire career has not been subjected to the closest scrutiny. All agents appointed must have spotless records and must not have been guilty of any offense, either civil or criminal, at any time. The age limit has been set between the years of 25 and 40.

Agents of the Bureau perform every investigative activity in cases involving violations of Federal statutes up to the point at which a case is presented in court for actual trial. All agents perform are well grounded in the laws of evidence and not only possess the theoretical training which a legal course affords, but develop, through experience in performing investigative work in intricate cases, and sitting at the counsel table with United States attorneys in court during the trial of these cases, a practical knowledge of legal procedure, which enables them to exercise the requisite investigative skill and judgment in the performance of their duties.

The work of the Bureau is growing rapidly, although there has been no increase (in fact, there has been a substantial decrease in the past five or six years) in the investigative personnel. Among the classes of cases showing a substantial increase from year to year may be noted those involving violations of the National Bankruptcy Act and the National Motor Vehicle Theft Act. Violations of the latter are particularly numerous and are increasing rapidly.

In addition to the investigative work under the jurisdiction of the Bureau, it should be noted that the Director of the Bureau is vested with the immediate supervision and direction of the National Division of Identification. This institution was created by an Act of Congress and its official statutory existence was initiated on July 1, 1924.

It commenced to function under the provisions of an appropriation act covering the general expenses of the Bureau of Investigation of the Department of Justice for the fiscal year ending June 30, 1925. This act carried a special provision authorizing and providing funds for the acquisition, maintenance and exchange of criminal identification records with the officials of the Government and States. The Identification Division is located in the Hurley-Wright Building, 1800 Pennsylvania Avenue, Washington, D. C. It is manned by an expert personnel of fingerprint classifiers and searchers, together with the necessary clerical staff.

There are, at the present time, in the possession of the National Division of Identification 1,219,511 fingerprint cards of criminals both of national and international importance and of current actual interest and value. This Division is supported by, and operates in close daily contact with, law enforcement officials throughout the country, more particularly with the members of the International Association of Chiefs of Police. The Division receives an average of 600 fingerprint cards daily from law enforcement officials throughout this country and abroad.

These records are, immediately upon receipt, classified and searched and in the event any previous criminal record is found in the archives of the Division, a complete notice covering the details thereof is immediately transmitted to the law enforcement officials, penal institutions, etc., transmitting said prints to the Bureau.

During the fiscal year ending June 30, 1927, there were 166,920 fingerprint inquiries received by the Bureau. Of the prints received, a total of 52,223 identifications were accomplished, showing past criminal records of minor or major importance. The value of this service and its importance in connection with the work of law enforcement officials everywhere in conjunction with the investigative work of the Bureau is increasing from year to year.

In the next article of this series, to be printed August 2, Howard Sutherland, Alien Property Custodian, will discuss the functions of his office.
June 22, 1927.

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

Dear Mr. Hoover:

The United States Daily is making a topical survey of the Government. In the series of articles now running are being shown the practical contacts between divisions and bureaus of the Government of the United States, irrespective of their place in the administration organization.

We would be pleased to have an article by you on the functions of your office. If you do not feel that you have time to prepare such an article, we would be glad to send a member of our staff to interview you for material for such an article, to be submitted to you for approval or revision before publication. These articles are running between 1,200 and 1,500 words in length.

I hope that you will find time to prepare this article yourself, but if you cannot, will you be kind enough to inform me when you can see one of our reporters.

I am attaching a copy of the article printed in today's issue, which will give you a general idea as to the character of these articles in the event you have not already seen it.

Sincerely yours,

C. G. Marshacee

Chief of News Staff.

8-17.
Encl. 1.
Enforces Regulations

M A K I N G a daily topical survey of all the bureaus of the National Government, grouping related activities in a way that will enable our citizens to understand and use the facilities the Congress provides for them. Such a survey will be useful to schools, colleges, business and professional people here and abroad.

—CALVIN COOLIDGE, President of the United States, 1923-

Clerks in Third-Class Post Offices Denied Benefits of Retirement Act

Department of Interior Rules They Are Not Federal Employees and So Are Not Entitled to Annuities.

Clerks in post offices of the third or fourth class are not employees of the Government, and are not, therefore, entitled to the benefits of the Civil Service Retirement Act, the Department of the Interior has ruled in a decision affirming the opinion by the Commissioner of Pensioners.

Such clerks are hired by the postmaster without regard to civil service rules and are paid at such rates as may be agreed upon by contract between themselves and the postmaster, the Department pointed out. This policy has become an established rule, due to recurrences of the question, and is concurrent in the Civil Service Commission and the Post Office Department, it is stated.

The full text of the decision, signed by Assistant Secretary of the Interior, John H. Ford, follows:

Helen S. Swan, Retirement Division, Bureau of Pensions: Claim No. R. 7930; rejection of claim for increase of annuity; affirmed.

Appeal from the Bureau of Pensions. Helen S. Swan was granted annuity under the Civil Service Retirement Act of May 22, 1920 (41 Stat. 614), at the rate of $395.00 per annum, effective August 30, 1921, on account of disability.

The total period of service credited as basis for the said annuity was 15 years, 2 months, and 10 days, which included almost 3 years of service in a third-class post office.

Original Practice Has Been Changed

At the time of that adjudication, it was the practice to credit service of that character, but that practice was later abandoned for the reason that such employment is regarded as contract service engaged for by the postmaster and paid for by him partly out of allowances allotted by the Post Office Department. Such clerks are not employees of the Post Office Department. Their compensation and tenure are wholly subject to the control of the postmaster.

In the adjudication of annuities under section 8 of the amendatory retirement act of July 3, 1926, of an annuity granted to an employee who was retired under the existing law, the computation would result in a smaller annuity than that allowed under the old act, the rate of the annuity as previously computed will be reduced.

Army Orders

Infantry.

Lieut. Col. William C. Demidenko, relieved from detailed with Oklahoma Agricultural and Mechanical College, Stillwater, Okla., from the rank of major and assigned to duty at the Third Corps Area. Detailed to duty at Oklahoma Agricultural and Mechanical College, Stillwater, Okla., by General Groves, Lt. Col. J. P. Leavitt, orders detailing him to the rank of lieutenant colonel, is assigned to the command of the Third Corps Area.

Army postmaster of the Third Corps Area, has no voice in the tenure of their service, their hours of labor, or their compensation. The 1927 Eric Faust Post retirement law, credit for service has been denied in the cases of some of the old-time employees, postmasters without regard to civil service rules and are paid at such rates as may be agreed upon by contract between themselves and their employers. The Corporation has no voice in the tenure of their service, their hours of labor, or their compensation.
Win With Health

In the games of life, whether in sports or business, health determines the winners, and proper food largely determines the health.

The basis of every meal should be milk from

Chestnut Farms Dairy

Rated Highest by the Health Department

Phone POTOMAC 4000

You are invited to inspect our plant
Pennsylvania Avenue at Twenty-Sixth Street.
Army Officers Are Graduated From General Service Schools

Eighteen Pass With Honors and Thirty-Seven With Distinction in Course for Command and General Staff.

Among the 200 graduates for the academic term 1926-27 of the Command and General Staff school of the General Service schools, at Fort Leavenworth, Kan., are 18 honor graduates and 37 distinguished graduates, the Department of War has just announced.

The list of graduates of the school including those who were graduated with honor, follows:

Major Graduates:
- Major Herbert H. Acheson, Coast Artillery Corps.
- Major Harvey C. Allen, Coast Artillery Corps.
- Major Roy C. Atwood, Coast Artillery Corps.
- Major Edwin A. Beth, Corps of Engineers.
- Major James L. Bradley, Infantry.
- Major Richard L. Goeb, Coast Artillery Corps.
- Major Robert A. Graham, Corps of Engineers.
- Major Sylvester D. Downe, Jr., Field Artillery.
- Captain John F. Francis, Infantry.
- Major Samuel A. Gibson, Infantry.
- Major Charles F. Gross, Corps of Engineers.
- Captain Thomas T. Handy, Field Artillery.
- Captain Dale D. Hinman, Coast Artillery Corps.
- Major Joseph M. Swing, Field Artillery.
- Major Calvin P. Thomas, Infantry.
- Major Fred L. Walker, Infantry.
- Major Charles W. Williams, Corps of Engineers.
- Major Eugene B. Woodruff, Infantry.

Officers Graduated With Distinction:
- Major Hiram T. Blood, Coast Artillery Corps.
- Major Clifford Bluenel, Infantry.
- Major Harry D. Chamberlain, Cavalry.
- Major Gray E. Chadde, Infantry.
- Major Thomas J. T. Christerson, Field Artillery.
- Major John F. Conklin, Corps of Engineers.
- Major John B. Coulter, Cavalry.
- Major Raymond V. Cranker, Coast Artillery Corps.
- Major Wilfred C. Cram, Infantry.
- Major John F. Creed, Infantry.
- Captain James C. Crockett, Infantry.
- Major A. L. Danner, Field Artillery.
- Major George W. Easterday, Coast Artillery Corps.
- Major Howard L. Eastwood, Field Artillery.
- Major Clyde F. Eastman, Signal Corps.
- Lieutenant Colonel Francis C. Endicott, Infantry.
- Major Sidney Erickson, Infantry.
- Major Arthur C. Evans, Infantry.
- Major d'Alary Fesches, Infantry.
- Major Benjamin G. Ferris, Infantry.
- Captain William Fisk, Infantry.
- Captain Paul H. French, Coast Artillery Corps.
- Major Andrew C. Gardner, Infantry.
- Major Robert C. Garrett, Coast Artillery Corps.
- Major George S. Gay, Field Artillery.
- Major Robert A. Gilmore, Infantry.
- Major Joseph J. Gracey, Signal Corps.
- Major Carl Halls, Finance Department.
- Major Samuel F. Hawkins, Coast Artillery Corps.
- Major Charles H. Hazeltine, Cavalry.
- Major Leo G. Heffernan, Air Corps.
- Major Donald Henley, Infantry.
- Major Paul H. Herman, Coast Artillery Corps.
- Major Louis E. Hibbs, Field Artillery.
- Major Horace M. Hickman, Air Corps.
- Major James R. Hill, Cavalry.
- Major Carl E. Hocker, Coast Artillery Corps.
- Major Samuel B. Hopkins, Field Artillery.
- Major Eustis I. Hubbard, Cavalry.
- Major Dean Hudnut, Field Artillery.
- Captain William Hughes, Adjutant General's Department.
- Captain Robert Joerg, Jr., Infantry.
- Major Byron Q. Jones, Air Corps.
- Major Ralph E. Jones, Infantry.
- Captain David J. Lofthouse, Infantry.
- Captain George C. Kennedy, Air Corps.
- Major Allen Kimberly, Field Artillery Corps.
- Captain Manning M. Kimmell, Jr., Coast Artillery Corps.
- Major Hugh J. Knowl, Air Corps.
- Major Joseph J. Koch, Infantry.
- Major George H. Koon, Veterinary Corps.
- Major Oscar R. Koeppe, Corps of Engineers.
- Captain Otto F. Lange, Infantry.
- Major James A. Lester, Field Artillery.
- Captain Elmer C. Lindroth, Infantry.
- Captain Charles E. Luten, Infantry.
- Major Charles B. Lyman, Infantry.
- Colonel Hugh MacNeil, Irish Free State Army.
- Captain Frank J. McClellan, Infantry.
- Major James A. McGrath, Infantry.
- Major Edward C. McGuire, Cavalry.

Bureau of Navigation Governing Marine Commerce

In this series of articles, 'Topical Survey, the Bureau of Navigation is shown the practical contacts between the armed forces and the various bureaus irrespective of their places in the administrative organization. Groups of articles have been presented explaining the government activities of the following topics:
First, Public Health; second, Foreign Relations; third, Education; fourth, Finance; fifth, Conservation; sixth, Industry; seventh, Transportation; eighth, Taxation; ninth, Social Welfare; tenth, Trade and Commerce. This present group deals with Federal activities in connection with Shipping.

By D. B. Carver,
Commissioner, Bureau of Navigation, Department of Commerce.

The Bureau of Navigation is responsible, in general, for the enforcement of the laws and regulations applying to American merchant marine and to American merchant vessels. Certain special lines of work falling within these general categories are entrusted to the Public Health Service and the Coast Guard Inspection Service. In view of the special facilities possessed by these agencies and to avoid duplication of effort.

The general duties of the Bureau of Navigation include: the registry, enrollment, and licensing of American vessels; the measurement of vessels to determine the basis for the assessment of tonnage taxes, and other Federal, State and municipal charges; the assessment and collection of tonnage taxes and entry and clearance of vessels at American ports; the recording of deeds, mortgages, bills of sale, and other instruments affecting the ownership of vessels.

This Bureau also supervises the enforcement of laws concerning neutrality, in so far as they relate to offenses involved in the clearance of vessels into or out of the United States or in the transportation by water of munitions or munitions.
Use of Mails Denied M-M Laboratories

Chicago Concern Accused of Fraud in Sale of Preparation for Motors

The M-M Laboratories of Chicago, Ill., a trade name used in the conduct of a partnership business by W. C. Phillips and L. Forgraves, has been denied the use of the mails in a fraud case issued against the Postmaster General, Harry S. New, the Solicitor of the Post Office Department, Horace J. Donnelly, has just announced. The specific charge against the firm involves alleged misrepresentations in the sale of a preparation known as "M-90" and sold to motorists as "a marvelous discovery for doubling the mileage in gasoline." The Solicitor Donnelly in his memorandum recommending to the Postmaster General the issuance of the fraud order, said: "Referring to the matter of refunds which prospective customers are lead to believe will be are not "delighted" but value and correspondence. In the same manner, they are confident of obtaining a quick and prompt response to their inquiries. A letter is sent to the customer after the order is filled and the refund, if applicable, is mailed to the customer. The customer is informed of the time of the delivery of the refund check. It is a process that is designed to provide a seamless and efficient customer service experience.
344,679 car owners say Buick will be their next car

A general and impartial survey of automobile owners recently conducted by a great organization, shows that 344,679 owners of other cars intend to change to Buick next time they buy a car.

These owners have compared their cars with Buick—in performance, in economy, in comfort, luxury and dependability. And they have decided that Buick offers greater value.

They have driven Buicks, and know the flexibility, power and efficiency of Buick's famous six-cylinder Valve-in-Head engine, which is vibrationless beyond belief at any speed.

Examine a Buick at your earliest opportunity. Find out why so many owners of other cars are changing to Buick every day.

WHEN BETTER AUTOMOBILES ARE BUILT, BUICK WILL BUILD THEM

BIUk MOTOR COMPANY, FLINT, MICHIGAN.
Division of General Motors Corporation

Canadian Factories, McLoughlin-Buick, Oshawa, Ont.
Contractors for Air Mails Are Planning To Operate Passenger-Carrying Lines

Second Assistant Postmaster General Says Transcontinental Route Is Forerunner of Other Scheduled Service.

[Continued from Page 13]

Quarantine Proposed Against Orange Worm

Insect Reported as Having Appeared in Grapefruit Groves in Texas.

[Continued from Page 13]

Inspection to Be Made Of Reclamation Work

Secretary Work Also to Visit Land Offices and Indian Institutions.

The Secretary of the Interior, Dr. Hubert Work, stated recently on June 21 that he would leave Washington about the middle of July for his annual inspection tour of western reclamation projects, Indian reservations, and other outposts of the Department. He expects to be gone about six weeks.

When he arrives in Chicago he would make his trip to the States west of Chicago, north of Kansas and east of Idaho, and that he probably would meet with his advisory committee on the Colorado River

The Secretary, Dr. Work said, that he would visit some of the land grant colleges, in connection with the two weeks which will be begun by the Bureau of Education on July 1.

Colombia Reduces Duties On Certain Foodstuffs

The rates of import duties on certain foodstuffs have been reduced by a Colombian decree effective June 10. On the gross kilo, tallow is now 70 cents, and in cases of perishable goods, 60 cents.

Other news items include:

War Record Is Given

Commanded Battleship "Wisconsin" and Also Transport "Agamemnon".

Select as Successor to Rear Adm. Julian L. Latimer.

Capt. D. F. Sellers Named to Command Special Squadron.

[News articles and updates are provided further in the document.]

Issued by Military Deputy of China is Adm. by Amer. Premier.

Announced

Assumes Office of Pan Fu, Prem. Premier.

16 and 20, respect. Tsao Tsin upon sh это in con and naval forces, and by Pan Fu, is cabled to the summary of the cabled advice, with the name of the of the government, of which the follow ism of the Army and Federal and Chinese Republic in civil functions is and the existence of the Generalissimo Chinese Republic in civil functions and is which should be on the nation of the un

[Remaining text is not clear due to the nature of the image.]
Radio Station Offers To End Suit if Given Lower Frequency.

Attorney Suggests Abandonment of Proceeding for Injunction.

Objection Expressed.

Commission at Hearing Told Stations Now on Band Give Best Service.

[Continued from Page 1.]

received today here. It was explained that this did not include have been heard. Placing WMGS as low in the broadcast band as 1,270 kilocycles in effect amounts to a confiscation of its property, it said.

Federal Attorney Attend.

E. I. Webster and Porter R. Chandler, assistants of the Attorney General, assigned by the Department of Justice as attorneys for the Radio Commission, appeared at the hearing before the Commission. Mr. Webster in a statement said that he was authorized by the Commission to participate in any step, and that the Commission was within its rights in making the June 15 allocation to WMGS without a preliminary hearing and that the Commission also exceeded its rights and authority.

James Lundy, general manager and studio director of WMGS, testified that the station's relegation to a low wave had resulted in its deprivation of the audience that it desired to reach. He said that he had been in contact with the Federal Communications Commission about the matter.

Satisfaction on the part of local area broadcasting stations, with heterodyning eliminated and interference reduced, has been gratifying to the Federal Radio Commission.

The Commissioner from Minneapolis declared that it is the Commission's belief, and that it can clear up the matter of the DX (outstanding) reception having been gratifying to the Federal Radio Commission.

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