

# MEMORANDUM

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To: David Marwell  
Jeremy Gunn  
Tom Samoluk

From: Joan Zimmerman

Subject: The Designation of 160 US Secret Service Protective Surveys for President Kennedy (1961-1963) As "Assassination Records"

This memorandum provides background information on US Secret Service protective surveys for President Kennedy and the question of the extent to which all 160 of these reports for the period from January 1961 through December 1963 should be designated "assassination records."

## I. The Content of Protective Surveys

Trip reports usually consisted of a preliminary survey report and a final survey report written by a member of the White House Detail who advanced the President's trip. Some visits required additional documentation for special notices or changes in plans. These reports contain standard descriptions of protective methods for presidential security that do not vary much in format. Their releases thus far suggest that the Secret Service is generally willing to open this information without claiming any 6(5) postponements. However, the Secret Service has raised 6(3) objections to the release of names appearing in protective surveys.

Accession no. 87-75-4, completed in 1974, described approximately 210 US Secret Service protective survey files in 6 boxes that were categorized as a "permanent retention." Beginning in August 1993, the Secret Service and the National Archives rescheduled these files for selective destruction. Before ARRB staff had an opportunity to view these records, the contents of box 1 and box 6 had been destroyed. Box 1 contained 25 folders of material dated 1961 to 1963. Box 6 included 25 folders dated 9-24-63 to 11- 8-63. The remaining four boxes contain approximately 160 files (excluding Mrs. Kennedy's trips abroad [5 folders]) as follows:

Box 2: 13 folders dated 1961-1963

Box 3: 41 folders dated March 1961 to April 1962

Box 4: 58 folders dated April 1962 to December 1962

Box 5: 48 folders dated December 1962 to November 1963

These original documents are currently in Steve Tilley's office at NARA II.

The protective surveys are the third group of Secret Service materials that contain names from Protective Research Service files. The other two groups are the threat sheets and the Eileen Dinneen memorandums. Names released in one group would be released in the other two groups as well. The Review Board had an opportunity to consider evidence offered by the Secret Service for the threat sheets and the Dinneen memorandums at the November 13, 1996 meeting.

## II. HSCA Requests for Protective Surveys

All records viewed by HSCA staff are "assassination records." On February 10, 1978, Robert Blakey requested Secret Service records "with respect to communications between field office agents...the White House detail, and Secret Service headquarters...relating to Presidential protection and security."<sup>1</sup> Blakey's time frame for the protective surveys was March 1963 through November 1963, and he listed 33 cities visited by President Kennedy for which he was requesting information.

An HSCA staff member, Eileen Dinneen, viewed President Kennedy's trip files at the Secret Service and described "the number of pages to be in excess of 2,060," which filled "two cardboard boxes with a few of the latest trip files lying separate."<sup>2</sup> Dinneen's memorandum summarizing her study of protective surveys indicates that she reviewed several more files than Blakey had initially requested. According to the "135 form" listing of US Secret Service records in accession no. 87-75-4 at Suitland, Dinneen would have had the opportunity to view approximately 63 protective surveys dated from March 18, 1963, through November 8, 1963. Most of these protective surveys would have been in Boxes 5 and 6 of accession no. 87-75-4, with 6 additional surveys from 1963 appearing in Box 2. Dinneen's reference to the surveys of President Kennedy's trips to Tampa and Miami on November 18, 1963, suggests that the Secret Service provided her with even more surveys than those listed on the "135 form."<sup>3</sup>

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<sup>1</sup>G. Robert Blakey to Robert Goff, February 10, 1978, HSCA-US Secret Service Correspondence.

<sup>2</sup>Eileen Dinneen, "Review of JFK Trip Files for 1963," March 25, 1978, p. 1.

<sup>3</sup>Ibid., 3-4.

In addition to these materials, Blakey requested similar records "relative to the President's visit to the Pan American Union Building in 1961" and "all information...concerning the threat against President Kennedy" described in an April 2, 1961 news article.<sup>4</sup>

The HSCA requested or viewed approximately 70-75 protective surveys for the March through November 1963 period and additional surveys from April, 1961.

I should add that later in the HSCA investigation, Blakey expanded his time frame beyond 1963 to include protective information for President Johnson. In his October 17, 1978 letter to Robert Goff, Blakey requested "access to Secret Service computer print-outs of all cases relating to Presidential protection for the period January-February, 1964." Although the Secret Service has apparently destroyed protective surveys for President Johnson in this time period, Blakey's request shows that he had broadened his original focus to include the months following the assassination of President Kennedy.

### III. US Secret Service Protective Surveys Open at NARA II

The Secret Service has already opened the following trip report documents from HSCA referred materials (by date of the report):

San Jose	3-14-63	[180-10085-10155]
Chicago	3-22-63	[180-10089-10416]
Chicago	3-29-63	[180-10089-10415]
Boston	4-26-63	[180-10089-10268]
Germany	6-21-63	[180-10089-10267]
Milford, PA	9-20-63	[180-10089-10262]
Las Vegas	10-1-63	[180-10089-10263]
Milford, PA	10-21-63	[180-10089-10261]
Philadelphia	10-31-63	[180-10089-10414]
Philadelphia	10-31-63	[180-10097-10430]
Chicago	10-31-63	[180-10113-10086]
Chicago	10-31-63	[180-10112-10288]
Chicago	11-1-63	[180-10113-10084]
Chicago	11-5-63	[180-10113-10085]
Houston	11-30-63	[180-10120-10004]
Dallas	11-30-63	[180-10110-10280]

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<sup>4</sup>Goff to Blakey, April 13, 1978, and Blakey to Goff, April 19, 1978, HSCA-US Secret Service Correspondence.

Texas	no date	[180-10106-10458]
Ft. Worth	12-24-63	[180-10120-10005]
Miami	12-30-63	[180-10104-10134]
Miami	1-15-64	[180-10089-10265]

In response to our SS-4 request for materials from the US Secret Service Archives, Jane Vezeris delivered eight protective surveys as follows:

Philadelphia	10-31-63
Elkton, MD	11-14-63
New York	11-14-63
Palm Beach	11-16-63
Cape Canaveral	11-16-63
Miami	11-18-63
Tampa	11-18-63
San Antonio	11-21-63

The Review Board designated all of the eight reports "assassination records" at the August 5, 1996 meeting. John Machado subsequently indicated to ARRB staff that all but two--the Miami and Tampa reports--had been delivered to NARA II with no postponements. We requested that the Service provide evidence for its postponements in the Miami and Tampa surveys by October 15, 1996. At the November 13, 1996 meeting, the Review Board voted not to sustain any of these postponements, and the Secret Service did not appeal the Board's determination. All of these surveys are now open at NARA.

#### IV. Historical Value of Protective Surveys

US Secret Service protective surveys from January 1961 to December 1963 are of historical interest for a variety of reasons.

1) The surveys are a detailed source for President Kennedy's travel, whereabouts, associations, and activities for his entire administration. For example, the "135 forms" for accession 87-75-4 describe files entitled "Other Places Folder #5 -Jan-Jun 1963" and "Other Places Folder #6-July-Nov 1963." One of the "other places" was an "off the record" trip to the Pentagon in late April 1963, where President Kennedy addressed top officials and then met privately with Secretary McNamara. Even John Newman's detailed chronology in *JFK and Vietnam*, which documents McNamara's May 6, 1963 revision of the military's Comprehensive Plan in order to direct troop withdrawal, missed this meeting.

2) The protective surveys from 1961 to 1963, document a complete picture of the Secret Service's protection for President Kennedy. By describing several different settings and a variety of circumstances, the trip reports establish a basis for comparing the protection the President received in Dallas. Researchers who have studied motorcades or motorcycle placement, for example, would have more evidence from earlier planning documents to consider how arrangements for the motorcade in Dallas were similar or different. For example, in a memo written within three weeks of the assassination, White House Detail SAIC Gerald Behn offered brief summaries of previous motorcades where President Kennedy had asked agents not to step on his car or push people away from the limousine. Behn offered instances where individuals had approached the limousine and where Behn had hit them. President Kennedy asked Behn not to hit people because the President thought they simply wanted to shake his hand. Behn stated that as early as November, 1961, President Kennedy "told me that he did not want agents riding on the back of his car" during trips to "Seattle, Phoenix, Bonham, Texas, and other stops..."<sup>5</sup> Researchers should have access to these trip reports dating back to 1961.

3) Inclusion of all 160 protective surveys would allow researchers to study earlier activities and experiences of Secret Service agents who later protected President Kennedy in Dallas.

4) Information from other government sources might challenge the completeness of the protective reports. For example, the Warren Commission inquired about the extent of military support for Secret Service protective activities. The Department of Defense supplied the Warren Commission with memorandums from each entity which described how various military elements did or did not participate in presidential protection.<sup>6</sup> An April 17, 1964 statement from the Department of the Navy asserted that ONI had assisted the Secret Service when President Kennedy visited Cape Canaveral on November 15-16, 1963, yet the protective survey report ARRB recently received from the Secret Service for his Florida trip does not include ONI in its list of participants. Without evidence for President Kennedy's entire administration, researchers will not be able to establish with certainty the role of the military in presidential protection. Since various military entities seemed to participate in different ways in protecting President Kennedy, their relationship with the White House Detail could be clarified with more extensive evidence in the protective surveys.

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<sup>5</sup>Gerald Behn to Chief [Rowley], "Policy on Special Agents Covering the Presidential Vehicle," December 9, 1963, folder: 611.3 Protective Techniques.

<sup>6</sup>CD 852a.

5) Even the Warren Commission cast its inquiry more broadly than the HSCA's March through November 1963 window. Warren Commission memorandums from the March-April 1964 period indicate that the Commission's requests for information from SAIC Robert Bouck, head of the Protective Research Section, covered the November 1961 through November 1963 time period. See, for example, J. Lee Rankin to the Commission, April 21, 1964, and CE 762 (attached). The Warren Commission was examining a broad background for Secret Service activities in its effort to describe protection for President Kennedy.

6) Documents from the State Department and the CIA dated 1961 and 1962, that pertain to presidential protection are already "assassination records." More than 78 records from the State Department's Bureau of Diplomatic Security document information pertaining to President Kennedy's trips to Mexico and Brazil in June and July, 1962. Several of these communications include the Secret Service in the pre-trip planning. That is, both the State Department and the CIA provided the Secret Service with the specific information that agency needed to plan for presidential protection. Protective surveys from the Secret Service are a valuable complement to these communications from other agencies for at least two reasons: One is that the Warren Commission was especially interested in discovering what information other agencies provided to the Secret Service before the assassination of President Kennedy. A second reason is that researchers will be able to gauge not only what information came to the Secret Service but also how successfully the Secret Service used that information to protect President Kennedy before his trip to Texas.<sup>7</sup>

7) A Secret Service classified log book that John Machado supplied to ARRB lists documents dated 1961 to 1965, that intelligence entities sent to the White House Detail. The Review Board designated the 12 pages of the log book we received an "assassination record" at the March 13-14, 1997 meeting. Some of the entries in the log book indicate that President Kennedy was the object of at least one assassination attempt in November of 1962. In fact, the HSCA requested and received information from the Secret Service on this assassination conspiracy that Belford Lawson of the HSCA referred to as "Cuban Plot to Assassinate JFK." Three file folders of material (a total of 66 documents) on this event are in the HSCA collection.<sup>8</sup> The Secret Service has released its equities in these documents. Since these other sources that document the Secret Service's protective activities for the period before March 1963, have already been declared "assassination records," the protective surveys for the period

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<sup>7</sup>See, for example, CIA (DDP) to USSS Chief, June 22, 1962 #119-10003-10112, and CIA (DDP) to USSS Chief, July 2, 1962, #119-10003-10077.

<sup>8</sup>Agency File No. 013021 [180-10108-10017].

January 1961 through February 1963, as well as December 1963 through February 1964 (if any still exist), should complement these documents as “assassination records.”

#### **V. Current status of Protective Surveys Already Designated “Assassination Records”**

At the October 15-16, 1996 meeting, the Review Board designated the protective surveys dated March-November 1963, and viewed by Eileen Dinneen “assassination records.” In her letter of December 20, 1996, Jane Vezeris returned 9 surveys with postponements to ARRB. The Secret Service did not supply RIFs for these protective surveys. On February 11, 1997, Jeremy Gunn proposed a deal to the Service: If the Secret Service would withdraw its requests for postponements, ARRB would do the RIFs for the surveys. If the Service wished to pursue the postponements on the 9 surveys, then the Service should prepare RIFs. When John Machado came to our office on April 21, 1997, he said the Secret Service had prepared the RIFs (with postponements), and he subsequently brought the disk to ARRB and to Steve Tilley. The Service requested postponements on 9 surveys as follows:

154-10003-10001 [Sheraton Park Hotel]  
 154-10003-10016 [Boston College]  
 154-10003-10017 [Nashville]  
 154-10003-10018 [Muscle Shoals, Alabama]  
 154-10003-10019 [New York City]  
 154-10003-10020 [Colorado Springs]  
 154-10003-10024 [Los Angeles]  
 154-10003-10043 [New York City]  
 154-10003-10044 [11- State Conservation Trip]

The Service has not requested any postponements on the remaining 36 protective surveys dated March-December, 1963. Those records have RIFs, and they are now open to the public in the JFK Collection.

In September 1997, we learned that the Secret Service would not appeal the Review Board’s July 1997 vote to open the remaining surveys. Also, the Secret Service voluntarily expanded our original request for surveys dated March-November 1963, to include January and February 1963, as well. The Secret Service released 46 protective surveys for the January-September 1963 period. The total number of pages in this release is 1,981.

#### **VI. Whether to Designate Protective Surveys Dated January 1961 through February 1963, and December 1963 through February 1964, Assassination**

## Records

*A. Reasons to oppose designating all protective surveys for President Kennedy dated January 1961 through February 1963, "assassination records."*

The Review Board could safely restrict itself to the scope of the HSCA's interest (March-December 1963).

The Review Board should not make designations that would invite appeals. If the records are too far away from the nexus of the assassination, ARRB would have difficulty defending its selection of documents as "assassination records" if the Secret Service decided to appeal.

*B. Reasons to declare all protective surveys for President Kennedy "assassination records."*

In addition to the 7 reasons listed under section IV "Historical Value of Protective Surveys," the Review Board might consider the history of these records in the hands of the Secret Service. Two of the six boxes-- box 1 and box 6--were destroyed. Box 6 contained protective surveys for 1963, including records of President Kennedy's canceled trip to Chicago in early November 1963. Over the past four months, at least three researchers have asked for the now destroyed folders that documented that canceled trip.

The public is increasingly aware of the availability of protective surveys. If the Board does not designate the pre-March, 1963 protective surveys "assassination records," their availability will certainly be restricted. At one point over a year ago, Steve Tilley told me that John Machado had asked him to return the boxes of surveys to the Secret Service. If Steve keeps these records in spite of the Service's request, these files would only be available through FOIA requests. The Service would be able to impose considerable restrictions on the information in the surveys, especially if the Board considered their status and determined that the documents are not "assassination records."

If the Service succeeds in retrieving the "NBR" surveys (January 1961-December 1962), that agency would be free to schedule them for destruction. Such an outcome would surely redound to the detriment of the Board's image as an aggressive agency dedicated to locating and making public all records related to the assassination of President Kennedy.

The fact that the Service *voluntarily* released January and February 1963 surveys suggests that even the Secret Service recognizes an interest in a broader time frame for these documents.

***Recommendation:***

In this instance, a decision to designate all protective surveys "assassination records" would show that both external politics and a concern for a complete historical record can complement rather than contradict each other. The Review Board should designate all protective surveys in boxes 2-5 of accession 87-75-4 "assassination records."