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THE UNITED STATES SECRET SERVICE

An Administrative History

NORMAN ANSLEY

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The Secret Service Division of the Treasury Department, officially titled the "United States Secret Service", began with an appropriation of \$10,000 made on October 25, 1860¹ to "detect, arrest, and prosecute counterfeiters of the coins of the United States."²

During the years of the Civil War another organization existed which was frequently referred to as the "Secret Service." It was also known as the "National Detective Bureau" and "National Detective Police".³ It is interesting to note that this wartime organization did have some cases involving counterfeiting and frauds against the treasury.⁴ It was also concerned over the possibility of the assassination of President Lincoln⁵ and was responsible largely for the subsequent capture of Booth and others.⁶

The wartime organization began without any Congressional authorization, nor did it ever receive any such authorization.⁷ The system and regulations were developed by those involved. It began in April 1861 as an intelligence organization for Lieutenant General Winfield Scott, then in command of the Army of the United States. By October of the same year the Secret Service had come almost entirely under the State Department, though General Scott had recommended the establishment of a permanent secret service in the War Department. On February 15, 1862, W. H. Seward, Secretary of State, transferred the detective service to the War Department, then under Edwin M. Stanton.⁸ The Chief of the Detective Serv-

¹ E. H. Foley, Acting Secretary of the Treasury, *U.S. Secret Service Organizations and Procedures* (Federal Register No. 10861, Thursday, October 25, 1951). In Federal Register Document No. 46-15354 of Wednesday, September 11, 1946 the appropriation date is given as June 23, 1860 (12 Stat 102) *Secret Service, Organization*, Joseph J. O'Connell, Jr., Acting Sec. of Treas.

² U. S. Congress, Senate Reports, 75th Congress, 1st Session, Volume III, *Investigation of Executive Agencies of the Government*, (Washington: Government Printing Office, 1937), p. 824. In addition to the quotation, this report gives the appropriation year as 1861 and the organization date of July 1, 1865.

³ General Lafayette Charles Baker, *History of the United States Secret Service* (Philadelphia: L. C. Baker, 1867).

⁴ *Ibid.*, pp. 253-307, 378-83.

⁵ *Ibid.* p. 465, p. 475. General Baker claims to have personally warned the President of the possibility of attempts on his life.

⁶ *Ibid.* pp. 465-566.

⁷ *Ibid.* p. 36.

⁸ *Ibid.* p. 127.

ice then became the Provost Marshal of the Union Army, but retained the title of Chief Detective. The organization went out of existence at the end of the war. General Baker, unpopular as a Provost Marshal might be expected to be,⁹ was subsequently accused of false imprisonment and other crimes, tried in a highly political and sensational trial, found guilty of false imprisonment, and fined one dollar.

While the War Department's "Secret Service" or "National Detective Police" was still active, the Treasury's "United States Secret Service" began its operations. Its first Chief, William P. Wood, was sworn in July 5, 1865. Its only concern at the time was the prevention of the counterfeiting of money, although it appears that at a very early date Secret Service agents were being used to investigate other frauds and crimes against the government.¹⁰ There is a possibility that the Treasury's Secret Service was staffed with men from the wartime Secret Service.

According to Burnham, the important policy of cooperating with local police forces was instituted early in the history of the Secret Service. "Among the details of the system adopted by Col. Whitley, is the important plan he has instituted of working in harmony with the local Police and Detective Forces of the country, at all points; from and through which organizations his Division has from time to time received valuable assistance, officially as he frankly, and gratefully admits."¹¹

The Secret Service was recognized as an official division of the Treasury Department by an Act of Congress approved August 5, 1882. (22 U. S. Stat. L. 230). Before that the Service existed only to perform the work made possible by appropriations for suppressing counterfeiting.

By 1907 the Secret Service appropriation had grown from its original \$10,000¹² to \$125,000. It expended \$105,838.49 and received \$125,000 again for 1908. It expended \$119,838 that year but received only \$115,000 for 1909. In appearing before a Subcommittee of the House Committee on Appropriations in 1909,¹³ Mr. John E. Wilkie, Chief of the Secret Service since 1898 asked for a budget of \$125,000. He said that he employed 56 agents in 27 offices and 4 sub-offices. More than 20 of these agents had over 10 years service; most of the remaining had from 8 to 10 years service. He had an eligible list of 3,000 detectives available for appointment. The tragic assassination of President McKinley was discussed. Chief Wilkie explained that the Secret Service had never been officially detailed to the protection

⁹ *Articles of War* issued by Charles I, 1629: "The Provost must have a horse allowed him and some soldiers to attend him and all the rest commanded to obey and assist, or else the Service will suffer; for he is but one man and must correct many and therefore he cannot be beloved."

¹⁰ Senate Reports, 75th Congress, 1st Session. *Inquiry Pursuant to Resolution Authorizing Investigation of Secret Service*. Washington: Government Printing Office, 1909.

¹¹ Burnham, George P., *Three Years With Counterfeiters, Smugglers, and Boodle Carriers; With Accurate Portraits of Prominent Members of the Detective Force in the Secret Service* (Boston, Mass.: John P. Dale & Co., 1879) p. 36.

¹² Its first actual operating budget was for \$100,000 in 1865, reference: McLaughlin, *Cyclopedia of American Government* (New York: Peter Smith, 1914), p. 279.

¹³ U. S. House of Representatives, *Extracts from Hearings before the Subcommittee of the House Committee on Appropriations . . . Relative to Secret Service*, (Washington: Government Printing Office, 1909).

of the President, though some men were kept at the White House for that purpose during the Spanish-American War. At President Cleveland's request, Secret Service men went with him to his summer home, Gray Gables. Chief Wilkie also testified: "Previously on occasions of public functions a guard detail was made of men to do guard duty, but Congress was not asked for legislation or an appropriation until after the Buffalo tragedy."¹⁴ Mr. Wilkie added that two men were currently assigned to President Theodore Roosevelt, and two men assigned to President-Elect Taft.

Mr. Wilkie's testimony then and at other times was helpful in establishing a "secret service" for the Justice Department. On June 30, 1908, nine men had resigned from the Secret Service to form the nucleus of the Justice Department's investigative staff, the forerunner of the Federal Bureau of Investigation. 1908 was the last year in which Secret Service personnel were used by the Department of Justice. In 1908 forty-eight men were employed at various times by the Justice Department, for which that department transferred \$41,000 in funds to the Treasury Department.¹⁵ That same year Congress enacted a law prohibiting the loan of Secret Service agents to other departments (55 *U.S. Stat. L.* 328).

During the Spanish-American War and during World War I, the Secret Service became involved in the investigation of some sabotage, espionage, and intelligence cases. Jurisdiction for these cases now is exclusively under the Federal Bureau of Investigation.

On August 25, 1898, Chief Wilkie recorded the following with respect to Secret Service activities in the war with Spain.

"Immediately after the declaration of war with Spain, the War Department called upon this division for operatives to investigate the actions of suspected agents of the Spanish Government, and a special fund placed at our disposal by the President was credited to the Secret Service Division to defray such expenses as might be incurred in this work. An auxiliary force of what were termed 'emergency operatives' was organized, the special qualifications being a thorough knowledge of Spanish and experience in investigation. The regular force of the division was also employed in the work wherever necessary. Hundreds of cases referred by the War Department were investigated, and, as a result of careful and conscientious work of the operatives, the spy system inaugurated by Spanish agents was disorganized, emissaries in this country arrested, and the principals, who had been sheltering themselves in Canada, were ordered to leave the country."¹⁶

¹⁴ *Ibid.* p. 21. Though Chief Wilkie testified before this committee that Secret Service men were not with McKinley when he was shot, Donald Wilkie (Chief Wilkie's son, himself a Secret Service agent) writes that three Secret Service agents were with McKinley. Agents Ireland, Gallagher, and Foster were at his left and behind him, but none of them were on his right because that place had been requested by Mr. John G. Milburn, President of the Pan American Exposition. The agents were there quite unofficially because there was neither appropriation or authority for them to act in that capacity. Leon Czolgosz shot McKinley by simply getting in the reception line and waiting his turn to shake hands.

¹⁵ Hearings before the Subcommittee of the House Committee on Appropriations on Sundry Civil Appropriation Bill for 1909. pp. 773-80 G.P.O. 1908.

¹⁶ U. S. Treasury, *Annual Report of the Secretary of the Treasury on the State of Finances for the Year 1898.* (Washington: Government Printing Office, 1898) p. 866.

In World War I the Secret Service was also involved in investigating sabotage and espionage. A number of agents were assigned as a special detail for the State Department in compliance with a request from Secretary of State Bryan to Secretary of Treasury McAdoo, approved by President Wilson, May 15, 1915.¹⁷ The Secret Service also took part directly in the investigations of the Brooklyn Navy Yard and in investigating illegal hoarding of foodstuffs. The latter was requested by President Wilson on September 15, 1917. Further investigations involved individuals and corporations engaged in the export business. The cases were conducted for the War Trade Board under authority of the "Trading With the Enemy Act".¹⁸

While the Secret Service received basic authority to guard the President in the appropriation bill for 1903, the existing practice of guarding the President-elect was not actually authorized until 1913. The latter was also included in an appropriation bill, as was most Secret Service authority until 1951.¹⁹

The White House Police Force was created by an Act of Congress dated September 14, 1922, 42 *U.S. Stat L.* 841, with the protection of the executive mansion and grounds. In order to avoid conflict in orders between the Secret Service and the White House Police, supervision of the White House Police was assigned to the Secret Service by an Act of Congress of May 14, 1930 as expressed in 46 *U.S. Stat L.* 328.

The basic direction of the Secret Service remained virtually unchanged until November 22, 1933, when the supervision of the Service was removed from an Assistant Secretary of the Treasury and came under the direct control of the Secretary of the Treasury. During the 1930's the Secret Service was given the investigative jurisdiction over crimes involving a number of Treasury agencies and programs including some "new deal" agencies such as the Works Progress Administration, and Agricultural Adjustment Administration.²⁰ A Treasury Department Order (No. 15) of April 30, 1937 gave the Secret Service jurisdiction over and full responsibility for activities of the guard force of the Treasury Department in Washington. They guard the Main Treasury Building and the Treasury Annex.

During World War II the Service continued in its normal jurisdiction but increased its protection of the Commander-in-Chief. The wartime problems added the possibility of attack on the President by foreign agents and even foreign military units. Every conceivable possibility was given attention, and no known method or device was overlooked.²¹

¹⁷ This loan appears to be contrary to the specific law prohibiting the loaning of Secret Service Agents to other government agencies: 55 *U.S. Stat L.* 328. The bill was passed over the objections of President Theodore Roosevelt. This limitation on the Secret Service was largely responsible for the creation of the Federal Bureau of Investigation.

¹⁸ Memorandum of the Chief of the Secret Service to the Secretary of the Treasury, April 26, 1918. (File number 78624, Series 19, Division of Treasury Department Archives, U. S. National Archives.)

¹⁹ U. S. Congress, House of Representatives, H.R. 2395 Amending Title 18 U.S.C. entitled "Crimes and Criminal Procedure," signed July 16, 1951.

²⁰ Senate Reports, 75th Congress, 1st Session, Volume III, *Investigation of Executive Agencies of the Government*, (Washington: Government Printing Office, 1937) pp. 839-40.

²¹ Michael F. Reilly, *Reilly of the White House* (New York: Simon and Schuster, 1947) p. 26 et passim.

Another serious problem in wartime is the expert counterfeiting of currency by a foreign country. In war conditions, an opposing nation may turn the talents of its best engravers and printers to the counterfeiting of our money. Such counterfeit money may be used by an enemy to purchase supplies from neutral countries or during an invasion. It may also be used to cause internal inflation and even complete distrust of paper money, requiring circulation of hard money.

Counterfeiting is not new to warfare. Napoleon counterfeited Russian and Austrian money for his campaigns into those countries. Our own Continental money during the Revolutionary War was widely counterfeited, which materially added to the distrust of that money. In World War II the Germans very successfully counterfeited the British Pound Sterling notes and put them into international circulation. These duplicates were so good that many are still in circulation.

Fortunately, no such serious international counterfeiting was successfully carried out against the United States. However, at the close of World War II the Russian Government obtained from Harry Dexter White the plates for printing American occupation currency in Germany. They promptly printed several million dollars worth. This situation did not come under Secret Service jurisdiction.

The organization of the Secret Service continued through World War II without any major changes in authority or jurisdiction. In 1951 House Bill 2395 finally wrote into law the Secret Service basic authority and jurisdiction. Senator Pat McCarran, Chairman of the Committee on the Judiciary, reported "Secret Service agents have been enforcing various counterfeiting statutes since about 1865, and they have been assigned to guard the Presidents since President McKinley's assassination in 1901."²²

The bill was primarily a restatement of existing Secret Service authority in a permanent act. However, there were two additions to this authority. They were (1) authority to execute arrest warrants, and (2) authority to carry firearms. Before passage of this Bill it was necessary to rely on U. S. Marshals for the service of arrest warrants. Of course Secret Service agents have always carried firearms, but it was under the authority implied from their general arrest and enforcement powers. The Bill gave them specific authority in this respect.

Apparently, there was some difficulty in defining the jurisdictional scope of the Secret Service investigational power so as not to infringe upon that of the Federal Bureau of Investigation. The wording was finally worked out and agreed upon by the Secretary of the Treasury and the Attorney General and submitted to the House Committee on Judiciary. The wording was changed from "committing any other offense against the laws of the United States relating to the Treasury Department and the several branches of the public service under its control" to read "violating any laws of the United States directly concerning matters administered by and under the direct control of the Treasury Department."²³

²² Senate Reports, 82nd Congress, Number 467, *Basic Authority for Secret Service* (Washington: Government Printing Office, 1951) p. 1.

²³ Public Law 79, 82nd Congress, 1st Session, Chapter 226, H.R. 2395, Approved July 16, 1951. *Amending Title 18 of United States Code, entitled Crimes and Criminal Procedure, to provide basic authority for certain activities of Secret Service, and for other purposes.* (Washington: Government Printing Office, 1951) p. 2.

Essentially, the Secret Service now has authority to: Protect the person of the President and the members of his immediate family; protect the President-elect; protect the Vice President (at his request); detect and arrest dealers in counterfeit money, and those engaged in counterfeiting, forging, and altering coins, obligations, and securities of the United States and foreign governments; detect and arrest persons committing other crimes against the laws of the United States in connection with matters administered by and under the direct control of the Treasury Department; and pay for services or information looking toward the apprehension of criminals. The law reaffirms the prior law assigning supervision of the White House Police to the Chief of the Secret Service. The Service also has jurisdiction over cases involving counterfeiting or forging Government Transportation Requests; and violations of laws concerning the Federal Deposit Insurance Corporation, Federal land banks, joint stock land banks, and national farm loan associations.

ORGANIZATION AND ADMINISTRATION

The present Chief, United States Secret Service, is Mr. U. E. Baughman. He directs the activities of the Secret Service, White House Police, and Treasury Guard Force. 1954 appropriations allow him 346 employees for the enforcement of counterfeiting laws, protection of the president, and other cases under Treasury direction. He has a staff of 30 employees for such administration as personnel, budget, payroll, and supply. Thirty more positions are allowed for executive supervision and policy formulation.

The White House Police are allocated 145 positions and the Treasury Guard Force 100 positions.²⁴

The Secret Service is basically divided into the White House Detail, the Protective Research Section, and the Field Offices. Each Field Office is under a Special Agent in Charge who is directly responsible to the Chief. There are fifty-seven Field Offices, not counting the White House (See Table I).²⁵ For administrative purposes these Field Offices are divided into four Regions, each supervised by an Inspector with headquarters in Washington. The Inspectors travel about checking the work in the different districts for the Chief. These Inspectors have the authority to close cases in which it is evident that nothing further will be gained by continued investigation.²⁶

PERSONNEL

The White House Detail and coordination of all matters relating to protection of the President are under Mr. James J. Rowley. The White House Detail is staffed with regular Secret Service agents. Most of them have a year or two of service in a field office before they are transferred to Washington for this service. For those agents with Civil Service classification "A" appointments, two years service on the Presidential detail is the only way in which they can achieve permanent status.

²⁴ House of Representatives, 83rd Congress, 1st Session, Report No. 416, *Treasury and Post Office Departments Appropriation Bill, 1954* (Washington: Government Printing Office, 1954) p. 13.

²⁵ Federal Register, Thursday, October 25, 1951. E. H. Foley, Acting Secretary of the Treasury.

²⁶ House of Representatives, 82nd Congress, 2nd Session, *Hearings . . . Subcommittee of the Committee on Appropriations* (Washington: Government Printing Office, 1952) p. 114.

Table I

Field Offices are located in the following cities:

Albuquerque, New Mexico	Milwaukee, Wisconsin
Atlanta, Georgia	Nashville, Tennessee
Baltimore, Maryland	Newark, New Jersey
Birmingham, Alabama	New Haven, Connecticut
Boston, Massachusetts	New Orleans, Louisiana
Buffalo, New York	New York, New York
Charleston, West Virginia	Oklahoma City, Oklahoma
Charlotte, North Carolina	Omaha, Nebraska
Chicago, Illinois	Philadelphia, Pennsylvania
Cincinnati, Ohio	Phoenix, Arizona
Cleveland, Ohio	Pittsburgh, Pennsylvania
Columbia, South Carolina	Portland, Oregon
Columbus, Ohio	Providence, Rhode Island
Dallas, Texas	Richmond, Virginia
Denver, Colorado	Sacramento, California
Detroit, Michigan	St. Louis, Missouri
El Paso, Texas	St. Paul, Minnesota
Grand Rapids, Michigan	Salt Lake City, Utah
Honolulu, Territory of Hawaii	San Antonio, Texas
Houston, Texas	San Francisco, California
Indianapolis, Indiana	San Juan, Puerto Rico
Jackson, Mississippi	Scranton, Pennsylvania
Jacksonville, Florida	Seattle, Washington
Kansas City, Missouri	Spokane, Washington
Little Rock, Arkansas	Springfield, Illinois
Los Angeles, California	Syracuse, New York
Louisville, Kentucky	Toledo, Ohio
Memphis, Tennessee	Washington, D. C.
Miami, Florida	

Because the assignment involves long hours and extensive traveling, agents are usually transferred back to a field office after two years. Those agents who are appointed through the Civil Service Register after competitive examinations do not need to serve two years at the White House to obtain permanent status, so their length of assignment, if assigned, is based solely on operational need and training value.

The Protective Research Section is staffed with regular agents and specialized clerks. The Section also has a complete photographic department and an expert photographer.

Throughout the Secret Service are a number of technical specialists, most of them regular agents with special training or qualifications in fields of identification, security, communications, sound equipment, photography, lie detection, handwriting analysis, etc.

All agents are given basic instruction in the Treasury laws, counterfeiting techniques and investigation, investigation of forged check cases, plus standard police subjects such as methods and laws of arrest, self defense, pistol marksmanship, and basic investigation. The Service tries, within the limits of its budget, to get its men through the Treasury Enforcement School (5 weeks) and its own Secret Service

Table II

Chief, U. S. Secret Service.....	GS-16		\$12,600
Assistant Chief.....	GS-15		11,550
Executive Aid to the Chief.....	GS-14		10,000
Administrative Officer.....	GS-13		9,160
Assistant Administrative Officer.....	GS-10		5,750
Administrative personnel.....	GS- 8	(1)—number in the grade	
	GS- 7	(5)	
	GS- 6	(5)	
	GS- 5	(7)	
	GS- 4	(14)	
	CPC- 4	(1)	
Field organization			
Special Agent in Charge.....	GS-15	(1)	\$11,300
Special Agent in Charge.....	GS-14	(3)	10,200
Inspector.....	GS-14	(3)	
Special Agent in Charge.....	GS-13	(6)	8,360-9,360
Assistant Special Agent in Charge.....	GS-13	(1)	
Special Agent in Charge.....	GS-12	(18)	7,040-8,040
Assistant Special Agent in Charge.....	GS-12	(3)	
Assistant to Special Agent in Charge.....	GS-12	(1)	
Special Agent.....	GS-12	(2)	
Special Agent in Charge.....	GS-11	(25)	5,940-6,940
Assistant Special Agent in Charge.....	GS-11	(1)	
Special Agent.....	GS-11	(28)	
Special Agent.....	GS-10	(91)	5,500-6,250
Special Agent.....	GS- 9	(73)	5,060-5,810
Administrative personnel.....	GS- 7	(5)	
	GS- 6	(3)	
	GS- 5	(52)	
	GS- 4	(38)	
	GS- 3	(2)	

training course (4 weeks). The Treasury Enforcement School is a combined program for the Secret Service, Bureau of Narcotics, Alcohol and Tobacco Tax Division, Intelligence Division (concerned with taxes), Customs Bureau, and Coast Guard Intelligence.

All agents recruited in the last few years have been college graduates with a definite trend towards employing those who have specialized in a police science or criminology curriculum. The recent Treasury examination given to establish a new list for Treasury Enforcement positions may or may not continue this trend. Few agents have as yet been recruited from this list.

Because of the higher qualifications of new agents now being recruited and the heavy work load, the Secret Service now starts new agents at grade GS-7 (\$4,205). This allows promotion through grade GS-12 (\$7,040-\$8,040) for non-administrative work.²⁷

²⁷ Section 604(a) Federal Employees Pay Act of 1945 (P.L. 106, 79th Congress) and Classification Act 1949.

Table III

Inspector.....	(1)	\$8,459	} these are not ordinary civil service GS or CPC grades
Captain.....	(1)	6,590	
Lieutenant.....	(5)	6,029	
Sergeant.....	(10)	5,542	
Corporal.....	(15)	5,090	
Private, Technician.....	(6)		
Private, class 4.....	(98)		
Private, class 3.....	(6)		
Private, class 2.....	(3)		

The Secret Service maintains an extremely high percentage of convictions in spite of the very heavy work load. The work load is the highest of any Federal agency. For example, in 1951 Secret Service agents worked 93,000 hours of voluntary unpaid overtime.²⁸

The personnel strength and grade levels as estimated in the "Appendix to the Budget of the United States Government"²⁹ for the fiscal year 1955 are found in Table II.

The White House Police and the Treasury Guard Force are both under the supervision of the Secret Service. This supervision includes coordination with their own program in protecting the President, since the White House Police guard the Presidential mansion and grounds. The Treasury Guard Force is assigned to the protection of the Main Treasury Building and Treasury Annex in Washington.

The personnel strength and pay grades for the White House Police are estimated in the "Appendix to the Budget"³⁰ for the fiscal year 1955 and set forth in Table III.

The personnel strength for the Treasury Guard Force is estimated for the fiscal year 1955 as in Table IV.

Table IV

Guard—GS-5	(2)	\$3,410-4,160
GS-4	(1)	3,175-3,655
CPC-9	(1)	4,150-4,900
CPC-7	(4)	3,435-4,035
CPC-6	(7)	3,200-3,680
CPC-5	(44)	2,974-3,454
CPC-4	(16)	2,750-3,230

BUDGET

Salaries and Expenses. For necessary expenses including the purchase of 20 passenger motor vehicles, 10 for replacement; arms and ammunition, \$2,438,000.00.³¹

²⁸ House of Representatives, 82nd Congress, 2nd Session, *Hearings Subcommittee of the Committee on Appropriations* (Washington: Government Printing Office, 1952) p. 115.

²⁹ U. S. Treasury, *Appendix to the Budget of the United States Government for 1955* (Washington: Government Printing Office, 1954) pp. 461-3. Salaries noted in these tables were increased 7.5% in May 1955.

³⁰ U. S. Treasury, *Appendix to the Budget of the United States Government for 1955*, (Washington: Government Printing Office, 1954) pp. 461-3.

³¹ U. S. Treasury Department, *The Budget of the United States Government for the Fiscal Year ending June 30, 1955*.

	1955 Estimate
Appropriation.....	\$2,438,000
Reimbursements ³²	2,000
	<hr/>
Total available.....	2,440,000

Obligations by Activities

	1955 Estimate
1. Suppressing counterfeiting and investigating check and bond forgeries...	2,262,000
2. General administrative services.....	126,642
3. Executive direction.....	48,758
	<hr/>
Obligations incurred.....	2,438,000

Obligations payable out of Non-Federal Sources

4. Reimbursement of personal property sold.....	2,000
	<hr/>
Obligations incurred.....	2,440,000

Obligations by Objects

	1955 Estimate
Total number of permanent positions.....	394
Average number of employees.....	367
Average salaries and grades.....	5,506 GS-8.5
Personal Services	
Permanent positions.....	\$2,012,142
Regular pay in excess of 52 week base.....	7,758
Payment above basic rates.....	25,000
	<hr/>
Total Personal Services.....	2,044,900
Travel.....	188,000
Transportation of things.....	15,400
Communication services.....	45,000
Printing and reproduction.....	9,000
Other contractual services.....	44,200
Supplies and materials.....	57,000
Equipment.....	15,500
Refunds, awards, indemnities.....	0
Taxes and assessments.....	4,000
Unvouchered.....	15,000
	<hr/>
Total direct obligations.....	2,438,000
Obligations payable out of Non-Federal sources	
Equipment.....	2,000
	<hr/>
Obligations incurred.....	2,440,000

³² Reimbursements from Non-Federal sources are from proceeds of sale of personal property (40 U.S.C. 481c).

COUNTERFEITING

"Counterfeiting is an offense never committed by accident, nor by ignorance, nor in the heat of passion, nor in extremity of poverty. It is a crime expertly designed, by one who possesses technical skill and lays out substantial sums for equipment."³³

Counterfeiting has been a problem since the very beginning of our government. The Continental Congress was faced with the problem of printing money that was not easy to duplicate,³⁴ for the money was widely counterfeited by the Tories.

Before 1865, the U. S. Marshals were the only law enforcement officers available to suppress counterfeiting. Since its beginning, the Secret Service has taken almost exclusive jurisdiction over counterfeiting. There are some minor exceptions in the case of state and local enforcement.

Until 1937, the policy of the Secret Service had been to keep the technical matters of counterfeiting secret from the public. In 1937 the Secret Service reversed this policy and began a program of public education. In 1940 a government pamphlet was published for public distribution entitled "Know Your Money."³⁵ A motion picture by the same name was also made for this purpose. The policy change was received with some apprehension by enforcement officers who feared that the disclosure of counterfeiting methods would encourage more people to try it. However, the educational idea seems to have proven itself and has often resulted in citizens' reporting counterfeits as soon as they are passed. This often results in the early apprehension of the counterfeiters. Early apprehension is important to the public because it keeps the counterfeit money out of circulation. Whoever accepts counterfeit money is the loser.

Through their years of experience, the Bureau of Engraving and Printing and the Secret Service have developed efficient systems of safeguarding our money from duplication. First, the money itself is hard to imitate. It is printed on a special paper, made only for the government. It is printed with special inks. The engraving is a combination of hand and machine work. The fine detail and clarity is a form of protection, as it is virtually impossible to reproduce on inexpensive presses or to be copied by any except the best of engravers. Furthermore, even the best copy of the engraving artist's work still leaves the necessity for imitating the work of the geometric lathe, again impossible to do perfectly by hand. Even so, a few master engravers are capable of making imitations that pass ordinary or careless examination. However, the Secret Service makes it its business to know the employment and whereabouts of good engravers. Engravers are often able to identify each other's work so the maker of counterfeit may be known as soon as a sample bill is turned in. If the engraver has engaged in counterfeiting before, then his previous work will help identify him. The employment and residence of former counterfeiters is always of interest to the Secret Service. Photoengravers also try counterfeiting with their process, but the process does not permit really satisfactory clarity and sharpness.

³³ Robert H. Jackson, Assistant General Counsel of the Treasury Department, "The Lawyer, Leader or Mouthpiece," 18 *Jour. Ann. Judicial Society*, 1934.

³⁴ Continental Congress, *Secret Journals of the Acts and Proceedings of Congress* (Boston: Thomas B. Wait, 1821).

³⁵ U. S. Secret Service, Treasury Department, *Know Your Money*. (Washington: Government Printing Office, 1940).

Modern coins are rarely worth their weight. They often are alloys which have better wearing qualities. In fact, it is possible for a counterfeiter to use pure silver in counterfeiting a fifty cent piece and still make money, since the amount of silver to make a fifty cent piece in the United States costs less than the value of the coin. A major problem in modern coin making is equipment. Coins are no longer molded or struck, they are formed in a hydraulic press under tons of pressure. It is the resulting sharpness of feature that is hard to duplicate, almost impossible without a tremendous hydraulic press.

The method of distribution is also important. Few counterfeiters ever work alone. In order to make it profitable they need men to get the money in circulation. To do this, they may sell the money wholesale and let someone else dispose of it, or the counterfeiter may be working with a group already organized to do it. The identity of the distributors is another investigative point. Similarly, the purchase of the materials for counterfeiting is a source of investigative information.

The investigation of forged checks is also a serious problem, and represents the routine part of the Secret Service work load. In 1951 there were 38,102 forgery cases investigated by the Secret Service.³⁶ The checks involved were worth \$2,752,493.94. Of these, about 25% were income tax refund checks, 21% were military allotment checks, 16% were veteran's checks, and about 8% were social security checks. During the same year the Secret Service made 2,772 arrests of which 2,507 were convicted which is a conviction rate of 98.8%.

In addition to the counterfeiting, check forgery cases, and protection of the President, the Secret Service conducts special background and security investigations for the Treasury Department.

PROTECTING THE PRESIDENT

The protection of the President,³⁷ members of his family, the President-elect, and the Vice President at his request is the direct responsibility of the White House Detail and indirectly that of the Protective Research Section and the agents in Secret Service field offices. The Detail works twenty-four hours a day, every day. It works whether the President is spending a quiet day at home or traveling across the country.

Under the direction of James J. Rowley, Special Agent in Charge of the White House Detail, a number of agents are assigned to the direct and full-time duty of guarding the President and his family and the Vice President. In the case of the President agents act as personal bodyguards wherever the President may go, and, if necessary, serve as a human shield for him. Every moment that he is away from the White House he is under the constant guard and protection of at least six agents, and often more. Only in his living quarters in the White House is the President

³⁶ U. S. Congress, House Committee on Appropriations . . . *Hearings on Treasury and Post Office Departments for 1953* (Washington: Government Printing Office, 1952) p. 114.

³⁷ The first attempt to assassinate a President occurred in the Capitol Building in 1835 when an insane man took a shot at Andrew Jackson. The first plot to assassinate Lincoln was discovered and prevented by the Allan Pinkerton Detective Agency in 1861. Lincoln was assassinated on April 14, 1865. President Garfield was shot in Union Station on July 2, 1881 by Charles Guiteau, whom Garfield had refused to appoint as Consul-General to France. President McKinley was shot at a reception in the Temple of Music, Buffalo, New York by Leon Czolgosz.

free from this constant accompaniment. No function is too important or too personal to free the President from them, when away from his living quarters.

Starling,³⁸ in writing about President Wilson, gives some idea of the embarrassment involved in protecting the President while he was courting the first-lady to be. Coolidge came to like the Secret Service men personally; Hoover was mildly annoyed by their presence at times but considered them a necessary evil. Roosevelt at first thought it something of a sport to try to lose them or to upset their careful plans but later came to appreciate greatly their efforts. Truman has praised them highly and probably owes his life to the Secret Service agents and White House Police who shot it out with fanatical Puerto Rican Nationalists. President Eisenhower has given them a high compliment in referring to them as "soldiers out of uniform."

Secret Service agents always try to keep the President out of any close or pressing crowd. In crowds they walk alongside the President, constantly watching the spectators for any telltale sign of an attempt to assassinate or to injure the President. In automobiles, the Detail walks alongside the President's car when it is moving slowly. When going faster, they ride in a "follow-up" car which stays right behind the President's car. They never allow anyone to pass them or to pull up alongside the President's car. Agents, of course, are well armed, and the President's car is armored and equipped with special protective devices.

The route that the President will travel is always gone over beforehand. The route will be changed if there is any apparent hazard, or if it goes through a dangerous area. The Presidential automobile, railroad car, and airplane are under guard and are carefully inspected prior to use. Rail trips are carefully timed and routed. Every mile of track is inspected; every switch is locked. Then a separate engine precedes the Presidential train to explode any mines or encounter any damage or "accident" planned for the President's train. This separate engine will also reveal any fault that may have developed since or missed by inspection. The life of every person with whom the President will associate or who will wait upon the President is carefully checked. The President's food is prepared under the watchful supervision of the Secret Service, with particularly close supervision when he is away from the White House.

Seldom heard of, but also vital to the protection of the President is the Protective Research Section of the Secret Service. Housed in an inconspicuous basement office in the Old State Department Building next to the White House, this Section is primarily responsible for the investigation of threats against the President. In 1951 this office received 3,629 cases involving threats against the President. Each of these cases was thoroughly investigated to determine the real intent of the utterer. Of these, 85 cases resulted in arrests and 79 of the 85 arrested were convicted and sent to prison or sent to a mental hospital.³⁹ In 1953 there were 105 persons arrested of which 97 were convicted and sent to jail or committed to a mental institution.⁴⁰

³⁸ Thomas Sugrue, *Starling of the White House* (New York: Simon & Schuster, 1946).

³⁹ U. S. Congress, House Committee on Appropriations . . . *Hearings on Treasury and Post Office Departments for 1953*. (Washington: Government Printing Office, 1952) p. 116.

⁴⁰ Anderson, Jack and Blumenthal, Fred, "The Secret Service: It Keeps Our Presidents Alive," *Parade*, September 26, 1954.

The section analyzes and classifies each threat against the President. Their files and methods make it possible for the Secret Service to identify many writers of anonymous letters and to associate several letters as the product of one writer, even though handwriting has been disguised or unusual tricks are used to prevent identification. Such analysis includes special photography, handwriting, typewriter, English style, letter content, special words and phrases, color and type of ink, geographical location, type of paper and envelope, watermarks, etc. The special skills of the Protective Research Section are also available to state and local law enforcement agencies who have similar problems. This assistance is in the best interest of the Secret Service because experience shows that many writers of threatening letters write to several different persons. Ordinarily, the only letters available for study would be those addressed to the President. Cooperation sometimes makes it possible to study similar letters to governors, mayors, and other officials. The Secret Service also obtains the assistance of the Postal Inspectors who have jurisdiction over threats sent through the mail.

Insane persons and cranks who show up at the White House gate are interviewed by Secret Service agents from the Protective Research Section. If dangerous, they may be committed or imprisoned. The interview is conducted in a room in the gatehouse so that the caller never gets inside the grounds. Their reason for wanting to see the President, and often their personal troubles are discussed. If the person appears dangerous, he will be arrested by the interviewing agent. If they are dangerous and psychotic, they are sent to District General Hospital for observation. If the observation of psychosis is confirmed, and the agents are seldom mistaken, the person is transferred to Saint Elizabeth's Hospital for further observation and commitment hearings. Cases involving criminal threats against the President are prepared by the Secret Service and prosecuted by the U. S. Attorney for the district concerned. If the threat takes place in Washington, the offender is arrested and arraigned, and if indicted, is then tried in the U. S. District Court.⁴¹

All threatening and crank telephone calls are received by the Protective Research Section, and they are thoroughly investigated. The section inspects all questionable packages and other items sent to the President. Suspected bombs are turned over to a group in the National Bureau of Standards. Food is tested by a laboratory in the Department of Agriculture. The Protective Research Section also manufactures and controls issuance of all passes for admission to the White House.

Secret Service field offices become involved in the protection of the President in several ways. They conduct some of the advance planning of routes that the President may travel through their territory. This is done in coordination with an advance man from the White House Detail. The field office agents are more familiar with the local situation, hazards, and local personalities. As part of this advance planning they also conduct background investigations on those persons who will have contact with the President.

⁴¹ Not all threats against the President are by psychotics, nor are all attempts on the President's life preceded by threatening letters. There were no letters threatening President Truman from Collazo and Torresola before their attempted assassination. Collazo was examined and found sane. Torresola and Private Leslie Coffelt, a White House policeman, were killed in the shooting.

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