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Serial Scope:

429 only part 2 of 2

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. W. C. Sullivan

DATE: February 6, 1968

FROM : C. D. Brennan

SUBJECT: SECURITY INVESTIGATION OF INDIVIDUALS

ALL INFORMATION CONTAINED
HEREIN IS UNCLASSIFIED
DATE 10/12/00 BY SP2ALM/KW

PURPOSE

To recommend streamlining procedures for handling Reserve Index - A and Reserve Index - B investigations.

SYNOPSIS

Bureau responsibility in this field originated with Presidential Directives, the first one in September, 1939. The purpose of these investigations is to identify potentially dangerous individuals who are affiliated with subversive movements. This is field wide and is closely related to the Emergency Detention Program which involves plans for the apprehension and detention of potentially dangerous individuals in the event of an emergency.

The emergence of the new left and expansion of the racial militant now poses dangers which parallel the threat of communism to the internal security of the United States and we are seeking to streamline our operations to effect the greatest possible use of existing manpower to provide the increased coverage we need of the new left movement and militant racial activity. During the recent New York inspection observations were obtained and we have also secured comments of offices having a significant number of these cases for suggested procedural changes. As a result of the Inspection Division's observations and field office observations, we can streamline our procedures and the following recommendations are being made to do so:

1. The criteria for placing individuals in the Security Index (SI) and the procedures in handling the investigations of these individuals remain the same.

Enclosures

This document is prepared in response to your request and is not for dissemination outside your Committee. Its use is limited to official proceedings of your Committee and the content may not be disclosed to unauthorized persons without the express approval of the FBI.

Memorandum C.D.Brennan to W.C.Sullivan
RE: Security Investigation of Individuals

2. The criteria for placing individuals on the Reserve Index - A (RI-A) remain the same. Current procedures for annual reopening and limited investigation in these cases be suspended at this time. The field office file for an RI-A subject should be reviewed by the field whenever informant information or other information is channeled to the file to determine if additional investigation is warranted.
3. The criteria for placing subjects on the Reserve Index - B (RI-B) remain the same. The current procedures for reopening of these cases be suspended at this time. The field office file of an RI-B subject be reviewed by the field whenever informant information or other information is channeled to the file to determine if additional investigation is warranted.
4. Maintenance of the RI-A and RI-B by the field office and the Bureau will remain the same.

OBSERVATIONS

To bring RI-A and RI-B cases up to date by investigation is desirable; however, it is felt that examination of the case file by the field when new information is placed in the file will serve as a backstop to catch those cases which have an accumulation of minor activity indicating that active investigation is required. Coverage of subversive activity through informants or other sources will reveal any activity which will require active investigation. We are streamlining our procedures without sacrificing essential controls. These changes will free manpower to handle investigations of emerging new subversives in the "new left" movement.

RECOMMENDATIONS:

1. That attached SAC Letter incorporating above be approved.
2. That attached manual revisions be approved.

Memorandum C.D.Brennan to W.C.Sullivan
RE: Security Investigation of Individuals

DETAILS

Presidential Directives, the initial one being issued in September, 1939, and since repeated on several occasions, charged the Bureau with the responsibility of investigation of individuals in the internal security field. We are the collecting agency of the entire executive branch for subversive information and have the responsibility of seeing that such information is distributed to those Government agencies having a legitimate interest in these individuals. The purpose of these investigations is to identify those individuals who because of affiliation with subversive organizations may present a potential threat to the internal security of the United States in the event of an emergency and the development of evidence of violation of Federal statutes on part of these individuals. If it is determined that an individual does pose a potential threat to the internal security of the United States, he is scheduled for apprehension under the Emergency Detention Program by the inclusion of his name in the SI. Close attention is given these investigations to insure that we are fully discharging our responsibility.

The emergence of the new left and the expansion of the racial militant now poses dangers which parallel the threat of communism to the internal security of the United States.

This expansion of work has put a serious strain on our manpower. During the recent New York inspection, observations were obtained recommending procedural changes to streamline these investigations. We also secured comments of offices having a significant number of these cases. In line with the field comments and our own experience, we have evaluated the standards for including or deleting individuals on the SI and Reserve Index.

The SI represents those individuals who have been determined through investigation to be dangerous or potentially dangerous because of their membership in or affiliation with or espousal of doctrines of basic revolutionary organizations and/or front organizations who will be apprehended upon receipt of instructions from the Attorney General.

Memorandum C.D.Brennan to W.C.Sullivan
RE: Security Investigation of Individuals

The criteria for placing and retaining names in the SI is governed by the following:

No name shall be added to or retained in the Security Index unless one or more of the following situations have been established through investigation:

- (A) Subject has had membership or participation in the activities of a basic revolutionary organization within the last 5 years as shown by overt acts or statements established through reliable sources, informants, or individuals.
- (B) Subject has had membership or participation in the affairs of one or more front organizations, which adhere to the policies and doctrines of a revolutionary group, in a leadership capacity or by active substantial participation in the furtherance of the aims or purposes of the front organizations within the last 3 years as shown by overt acts or statements established through reliable sources, informants, or individuals.
- (C) Investigation has developed information that an individual, though not a member or a participant in the activities of a subversive organization, has anarchist or revolutionary beliefs and is likely to seize upon the opportunity presented by a national emergency to endanger the public safety as shown by overt acts or statements within the last 3 years established through reliable sources, informants, or individuals.
- (D) Although investigation has failed to establish overt acts or statements on the part of a subject within the time limits set out above, facts have been developed which clearly and unmistakably depict the subject as a dangerous individual who could be expected to commit acts inimical to the national defense and public safety of the U. S. in time of emergency.

As of 1/26/68, the Security Index contains 10,109 individuals.

Memorandum C.D.Brennan to W.C.Sullivan
RE: Security Investigation of Individuals

When the field has completed an investigation and the subject's activities meet the criteria for inclusion in the SI; a report and FD-122 are submitted to the Bureau with recommendations for inclusion in the SI. The substantive Supervisor, Unit Supervisor in Charge, Section Chief and Assistant Director of the Domestic Intelligence Division approve the field's recommendation. The employment and residence of SI subjects are verified every six months and an investigative report is submitted annually.

The Reserve Index was established in 1960 to include those individuals whose subversive activities do not bring them within the SI criteria but who in a time of national emergency are in a position to influence others against the national interest or are likely to furnish financial or material aid to subversive elements due to their subversive affiliation and ideology. These individuals are scheduled to receive priority consideration with respect to investigation following the apprehension of SI subjects. The criteria for placing individuals in the Reserve Index is as follows.

Individuals are to be included in the Reserve Index when, following investigation, the information does not justify the inclusion of the subject's name in the Security Index when there is evidence of:

- (a) Membership in a basic revolutionary organization subsequent to January 1, 1949, together with some indication of sympathy or association with such an organization or a subversive front organization subsequent to the reported membership and no reliable evidence of defection.
- (b) Investigation has failed to substantiate allegations of membership in a revolutionary organization within the past five years, coupled with some evidence or information indicating activity, association, or sympathy for the subversive cause within the same period, and no reliable evidence of defection.

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- (c) The individual, within the past five years, by his associations, writings, financial support, or conduct in relation to and support of subversive organizations or the international communist movement is in a position to influence others at the time of a national emergency and no reliable evidence of defection.
- (d) Leadership or substantial activities in a major subversive front group over three years ago, together with some evidence of continuing activity, association, or sympathy for the subversive cause within three years and no reliable evidence of defection.
- (e) Membership in a subversive front organization within the past three years and no reliable evidence of defection.

The Reserve Index is divided into two sections, Section A and Section B. If a subject does not meet the criteria for the SI or is deleted from the SI, he is considered for either section of the Reserve Index. Those individuals who are included in Section A fall within the following categories: professors, teachers and educators, labor union organizers, writers, lawyers, doctors and other potentially influential persons on a local or national level or individuals who could furnish material or financial aid. Current procedures call for investigation of those individuals in the RI-A to be reopened and brought up to date annually and considered for SI status or retention in the RI-A. This investigation is limited to verification of residence and employment, check of informants and file review to determine if additional investigation and/or submission of a report is warranted. Section B contains the names of all other individuals in the Reserve Index and is maintained only by the field office. These cases are reopened every two years. The investigation is limited to verification of residence, employment and contact with logical informants. If the results of the case are negative, the case is then closed.

Memorandum C.D.Brennan to W.C.Sullivan
RE: Security Investigation of Individuals

As of 1/26/68, there were 1,959 individuals in the Reserve Index - A.

In order to streamline our procedures, the following recommendations are being made.

1. The criteria for placing individuals in the Security Index and the procedures in handling the investigations of these individuals remain the same.
2. The criteria for placing individuals on the Reserve Index - A remain the same. Current procedures for annual reopening and limited investigation in these cases be suspended at this time. The field office file for an RI-A subject should be reviewed by the field whenever informant information or other information is channeled to the file to determine if additional investigation is warranted.
3. The criteria for placing subjects on the Reserve Index - B remain the same. The current procedures for reopening of these cases be suspended at this time. The field office file of an RI-B subject be reviewed by the field whenever informant information or other information is channeled to the file to determine if additional investigation is warranted.
4. Maintenance of the RI-A and RI-B by the field office and the Bureau will remain the same.

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. W. C. Sullivan

DATE: April 30, 1968

FROM : C. D. Brennan

SUBJECT: PROGRAM FOR APPREHENSION AND DETENTION
OF PERSONS CONSIDERED POTENTIALLY DANGEROUS
TO THE NATIONAL DEFENSE AND PUBLIC SAFETY
OF THE UNITED STATES (DETPRO)

ALL INFORMATION CONTAINED
HEREIN IS UNCLASSIFIED
DATE 10-12-00 BY SP2ALM/RW

SECURITY INVESTIGATIONS OF INDIVIDUALS

SYNOPSIS: This is to recommend obtaining Departmental approval for amended criteria for individuals on Security Index (SI) and to set up Priority Apprehension Program based on dangerousness of individuals on SI. Present criteria for SI include individuals in basic revolutionary groups, front groups, anarchists, and those with anarchistic tendencies. Department has recently amended definition of a dangerous person in new Presidential Emergency Action Document 6, broadening it to include terrorists or persons who would interfere with Government operation and defense effort.

With Director's approval, conference was held with Departmental representatives and in view of amended definition of a dangerous person referred to above, a corresponding amendment to Item D of SI criteria was agreed upon. (Set out in details, page 7, and page 1 of memorandum to Mr. [redacted]) In addition, our study of the entire Emergency Detention Program suggests desirability of alterations to set up priorities for apprehension based on dangerousness of individual. Priorities would include:

1) Priority I. Top national and state leadership of basic subversive organizations, leaders of anarchistic groups, individuals who have shown greatest propensity for violence, as well as those who have special training in sabotage, espionage, guerrilla warfare, etc. Subversives in key defense facilities to be included. Present individuals designated Key Figures would, if appropriate, be in this category. Key Figure Program discontinued. Residences and employments will be verified each 3 months, and reports submitted semiannually.

2) Priority II. Second level leadership and individuals who present significant threat but are in less influential positions than Priority I. Verification of residences and employments each 6 months with submission of annual reports as now required.

This majority prepared response to your request and is not for dissemination outside your Committee. Its use is limited to official proceedings by your Committee and the content may not be disclosed to unauthorized personnel without the express approval of the FBI.

Enclosure

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3) Priority III. All other individuals on SI. Made up mainly of rank and file members. Verification of residences and employments to remain at 6 months with submission of reports each 2 years.

4) Each priority will be broken down into nationalistic tendencies and organizational affiliations so that apprehensions can be made in each category on a selected basis.

5) Changes will not alter total number of individuals on SI and not materially affect SI.

OBSERVATIONS:

Implementation of program will continue to require authorization of Attorney General for any apprehensions. Priority lists will streamline effectiveness of Program to allow us to "zero in" on most dangerous and influential individuals and will permit us to "lop off" top level immediately if Program implemented. This should result in paralyzing organizations, and subjects with lesser priorities would lose top leadership and could be apprehended at later time, if necessary. Since SI made up principally of rank and file, we will save approximately 3,500 reports per year while at same time we will intensify coverage of those considered most dangerous. This presents logical and workable program while cutting back substantially on desirable but unnecessary paper work and is in line with our continuing analysis to streamline by cutting out unnecessary requirements and retaining only that which is absolutely essential.

RECOMMENDATION:

That attached letter to Department setting forth above proposals be forwarded. Upon Department's approval, appropriate instructions and manual changes will be sent to the field.

Memo for Mr. W. C. Sullivan
RE: DETPRO

DETAILS:

The responsibilities of the FBI with respect to investigations in the internal security field have been established by Presidential Directives.

The primary purpose of the investigation of subversive individuals is to determine their identities and activities and/or whether they present a serious threat to the internal security of the country. If investigation develops positive evidence indicating that an individual presents a threat or potential threat to the internal security, his name is included in the Security Index.

The Security Index contains names of individuals who should be considered for immediate apprehension and detention in the event of a national emergency in order to safeguard the internal security of the United States by preventing sabotage, espionage, and insurrection. The list now consists of over 10,000 names. Additions and deletions are made when it is determined that the individual either represents a threat or no longer represents a threat.

A plan of action has been prepared to implement the apprehension and detention of individuals listed in the Security Index and for the seizure of specified contraband. This plan is formally known as the "Program for Apprehension and Detention of Persons Considered Potentially Dangerous to the National Defense and Public Safety of the United States." Details concerning this plan are contained in the Attorney General's Portfolio, copies of which were originally furnished to this Bureau on August 3, 1948. The proposed actions have been subject to continuous study, and revisions have been made as needed. The proposed actions under this plan will be implemented by Presidential Proclamation through Presidential Emergency Action Documents (PEAD). The PEADs provide for the arrest and detention of all persons, citizens as well as aliens, who are considered dangerous to the national defense and public safety and for the seizure of property which there is a reason to believe may be used to the detriment of national defense and public safety.

The results of our investigations are provided to the Department of Justice on a continuing basis for its concurrence and approval of the persons listed for apprehension.

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Detailed instructions are in the hands of all of our field offices for the handling of this matter in the event we are called upon to effect apprehensions of SI subjects. Plans are also in existence in seven field offices for the handling of detainees on a temporary basis by the Army, and close coordination is maintained between our offices and the military. Departmental instructions from the Attorney General to United States Attorneys, who will be the administrators of the program following implementation, and to U. S. Marshals have been furnished our offices at the Department's request for delivery to these officials. The Immigration and Naturalization Service is responsible for the detention of alien enemies, and on a quarterly basis, through the Department, the number of all aliens included on the SI is furnished to them. This list is broken down by field office and by sex.

The criteria for placing and retaining individuals was approved by the Department on April 11, 1955. They are as follows:

- A. Membership or participation in the activities of a basic revolutionary organization within the last 5 years as shown by overt acts or statements established through reliable sources, informants or individuals.
- B. Membership or participation in the affairs of one or more front organizations, which adhere to the policies and doctrines of a revolutionary group, in a leadership capacity or by active substantial participation in the furtherance of the aims or purposes of the front organizations within the last 3 years as shown by overt acts or statements established through reliable sources, informants, or individuals.
- C. Investigation has developed information that an individual though not a member or a participant in the activities of a subversive organization, has anarchist or revolutionary beliefs and is likely to seize upon the opportunity presented by a national emergency to endanger the public safety as shown by overt acts or statements within the last 3 years established through reliable sources, informants, or individuals.

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D. Although investigation has failed to establish overt acts or statements on the part of a subject within the time limits set out above, facts have been developed which clearly and unmistakably depict the subject as a dangerous individual who could be expected to commit acts inimical to the national defense and public safety of the U. S. in time of emergency.

In November, 1967, the President ordered a comprehensive review of the Presidential Emergency Action Documents as to the desirability of modifying or deleting certain standby orders. The Attorney General served as the chairman of the committee reviewing the documents. After extensive review, in which the FBI participated, a proposal was submitted to the President that certain documents be revised. It was proposed that the Emergency Detention Program be revised to agree with the provisions of the Emergency Detention Act.

The Internal Security Division (ISD) of the Department has raised questions as to the ability to discharge the responsibilities of the Attorney General under the Emergency Detention Act of 1950. By letter dated 2/26/68 the Department requested a conference with the FBI for the purpose of reviewing the implementation of the Emergency Detention Program. The Director approved memorandum [redacted] to Mr. [redacted] dated 3/1/68, captioned "Presidential Emergency Action Documents," designating Section Chief [redacted] and SA [redacted], Internal Security Section, Domestic Intelligence Division, to attend discussions with ISD.

One of the changes in PEAD pertains to the definition of a "dangerous individual." The document, which has been approved by the President, now states "The Attorney General, acting through such officers and agents as he may designate for the purpose, shall apprehend, and by order detain, pursuant to the provisions of the Emergency Detention Act, each person as to whom there is reasonable ground to believe that such person probably will engage in, or probably will conspire with others to engage in, acts of espionage and sabotage, including acts of terrorism or assassination and any interference with or threat to the survival and effective operation of the national, state, and local governments and of the national defense effort. As used in this section, the term 'person' shall mean any citizen or national of the United States, or any citizen, subject or national of any foreign nation, or any stateless person."

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The above is an all encompassing definition of a "dangerous person." This will extend the criteria for the Security Index.

During the conference of 4/22/68 with ISD, the definition of a dangerous individual was discussed, and it was decided that Item D of the SI criteria should be expanded to include the definition as stated in the new PEAD 6. It was also determined that prior to implementing the EDP under the EDA additional planning and prepositioning of necessary forms and documents must be completed by the Department.

We are continually examining our procedures and policies to eliminate everything except absolute essentials. We have made a study of the Priority Apprehension Program procedures to insure that they are both current and meaningful. We also are taking a hard look at the individuals on the SI to justify their retention.

With the emergence of the New Left and the intensification of activities by the racial militants and black nationalists, who are not affiliated with basic revolutionary organizations but because of their anarchist tendencies do present a threat to the internal security of the United States, it has become apparent that these individuals warrant inclusion on the SI.

Many individuals on the SI, because of their violent tendencies and their representation of the top leadership of subversive organizations, are scheduled for priority apprehension. The administrative procedures developed to make these apprehensions are referred to as the Detcom Program. In an all-out emergency, all subjects whose names are in the SI will be considered for immediate apprehension.

Our study indicates the necessity for establishing new priority apprehension procedures which will continue to be based on potential dangerousness of the individual. Accordingly, the following suggestions are being made:

1. That the Priority Apprehension Program be continued under the code name Detcom; that the program be divided into 3 priority levels and be named separately.
2. That the first priority apprehension list be entitled Priority I. This list should consist of hard core national and state basic revolutionary organization leaders and those leaders of other subversive organizations and unorganized groups and individuals who have

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indicated a propensity for violence and/or have received special training in sabotage, espionage, and/or guerrilla warfare. If appropriate, individuals employed in or having access to key and/or defense facilities will be included on this list. It is believed that if these individuals are apprehended as scheduled this will completely disrupt the subversive organizations and should diminish possible actions by the remaining membership. These individuals will be apprehended only when the Attorney General announces that their immobilization is in the best interests of the national defense of the United States.

3. That a secondary priority list be entitled Priority II. This group should consist of the second level leadership of basic revolutionary organizations and other subversive organizations or other individuals who present a significant threat but are in less influential positions than those in Priority I. These individuals will be apprehended only when the Attorney General announces that their immobilization is in the best interests of the national defense of the United States.
4. That a third priority list be entitled Priority III. This list will consist of all other individuals who are on the SI. It will be made up mainly of rank and file members of basic revolutionary organizations and other subversive organizations, as well as other individuals whose activities warrant inclusion on the SI. These individuals will be apprehended only when the Attorney General announces that their immobilization is in the best interests of the national defense of the United States.
5. That Item D under the SI criteria be expanded to read:

"Although investigation has failed to establish overt acts or statements on the part of a subject within the time limits set out above, facts have been developed which clearly and unmistakably depict the subject as a dangerous individual who could be expected to commit acts inimical to the national defense and public safety of the U. S. in time of emergency. Such acts could include acts of terrorism, assassination, or any interference with or threat to the survival and effective operation of the national, state, and local governments and of the defense effort." (Amendment is portion underscored.)

