PLANNING DOCUMENT

U. S. SECRET SERVICE

Commission Exhibit 1053-A

PLANNING DOCUMENT

UNITED STATES SECRET SERVICE

Plan to Meet Requirements for Expanded Protection of the President and the Vice President of the United States

Subsequent to the assassination of President Kennedy, the Secret Service initiated a number of studies to develop improvements in the protection provided the President and the Vice President. The President's Commission on the Assassination of President Kennedy also carried on similar studies and has received voluminous material from the Secret Service and other agencies. In turn, the Commission and its staff has made a number of informal comments and suggestions to the Service. In addition, the Secret Service has also had the advice and assistance of the office of the President's Scientific Advisor, the RAND Corporation, the Research Analysis Corporation, and a number of officials from other Government agencies.

As a result of this activity, the Secret Service has made a number of changes in its procedures and has reorganized some of its internal operations. However, the Service believes that this is not enough and that it is vital that immediate action also be taken to improve its capabilities and performance in a number of areas. In particular, we believe that:

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- (1) The Protective Research Section should be automated and expanded so that it may more effectively identify those who may wish to harm the President or the Vice President;
- (2) the number of agents in the field that are assigned to protective work should be substantially increased so that better coverage can be given to potential risks and more thorough preparations made for Presidential visits;
- (3) training for Secret Service agents should be substantially increased and placed on a more systematic basis;
- (4) additional agents should be provided for protection of the Vice President;
- (5) the technical capabilities of the Service should be substantially increased through additional trained personnel and equipment; and
- (6) a number of devices should be acquired that will provide physical protection for the President in various situations.

In order to implement these requirements, the Service has developed this plan which states in detail the manpower, equipment, and other related support which is needed and the justification therefor. The implementation of the plan will take approximately 20 months from the time that it is approved and funds may be expended.

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PERSONNEL REQUIREMENTS

EXPANDED PACILITIES IN THE PROTECTIVE RESEARCH

Research and Countermeasures Unit. The present complement of this Unit consists of one Assistant Special Agent in Charge, one Special Agent and one Security Specialist, in addition to the Special Agent in Charge. Two additional Security Specialists have been authorized in the 1965 appropriation and are now being recruited. One additional Special Agent is needed to staff three teams, each consisting of one Special Agent and one Security Specialist. The Assistant Special Agent in Charge will be a member of one team.

The basic duties of this Unit are to check and ensure the technical security of various locations used by the President, the Vice President, and others in the White House. The details are classified, but this has become an increasingly difficult and important task. Three teams are essential to the conduct of the countermeasures operation commitments of this Unit, both on a regular basis in Washington and during travels of the President and to assist the Special Agent in Charge in research and development work.

Protective-Security Unit. Six additional Special Agents are needed as Advance Special Agents to travel with the White House Detail Advance Agents. One of the most important functions of the PRS is to work with the intelligence units and records and

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files units of local enforcement agencies in order to identify possible assassing who may have come to the attention of local agencies. Prior to the assassination of President Kennedy, on each Presidential trip, a single advance man worked with local agencies to develop plans for the President's physical protection, the route he would follow, etc., and also carried out liaison duties with local agencies to try to identify individuals potentially dangerous to the President. Since the assassination these duties have been split between two or more agents, and on the basis of our experience in the past eight months we believe it is essential that, for each Presidential trip, at least one agent spend his full time working directly with local law enforcement agencies, mental hospitals, detention and work camps and similar institutions. However, it has been possible to use two or more agents, rather than one, for this advance work only by pulling field agents off their regular assignments. This has been detrimental to the operations of the field offices, and we believe permanent arrangements should be made. Based on Presidential travel patterns of the last few years, six agents are required.

24 Hour Coverage for PRS. Five additional special agents are needed to provide for 24 hour coverage and operation of the Protective-Security and Research-Countermeasures Units.

At present PRS does not maintain a 24 hour duty watch because

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sufficient personnel are not available. We believe this creates an undesirable risk. Emergencies happen 24 hours a day, but without a duty officer the reaction time of PES is allower than it should be because qualified agents must be summoned from home. In the event of a rapid Presidential movement or of reports of a communications compromise or of a serious risk to the President, unfortunate consequences could flow from a delay of a few hours in carrying out the duties assigned to PES. We therefore believe a 24 hour duty agent should be provided for. This will require five additional agents.

ADP Technical Specialists. After preliminary study we have reached the conclusion that it is essential that the present PRS file system covering potential risks to the President must be automated. Rapid retrieval of information and evaluation of risks is presently handicapped by manually indexed file cards and reports covering hundreds of thousands of subjects and incidents. The equipment needed and the procedures which we propose to follow are more fully discussed in the section under ADP Feasibility Study. In general, our pressing need is for qualified personnel to plan and develop a workable and efficient automated file and retrieval system.

The minimum number of personnel needed to make a thorough feasibility study of such a program, to refine it and to develop by trial and error, is five employees. Two of these must be

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expert programmers, in Grades GS-13 or GS-14, and the remaining three to support their efforts would be Technicians and Operators with grades GS-7 to GS-9.

This number of qualified persons, to make a thorough and competent study and develop a workable plan, is the essential first step to revision of our present system, and it is also in the long run the least costly way to solve our present problem. It is clear that development of this file system will take a number of years. A nucleus of technically competent ADP specialists is essential to this project, and we are advised by experts in this field that this number of specialists will probably meet only our minimum requirements.

Liaison Officers. The establishment of personal liaison with all law enforcement and intelligence agencies and others at the seat of Government is essential to insure that we receive information on all organizations and individuals who pose a threat to the security of the President and others whom we protect, and further that we receive the proper information needed to make our evaluations. On the basis of eight months of experimentation we are convinced that this can be accomplished only through personal contact by liaison agents.

The aftermath of the assassination of President Kennedy demonstrated beyond any doubt that the exchange of information among the intelligence community concerning persons potentially dangerous to the President was inadequate. Since that time

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we have tried to improve the situation through use of a number of different systems. We have circulated a formal request for information; we have made and maintained personal contacts with all the other agencies and we have revised our system for processing information. But we are convinced that liaison officers are required. This is so not only because we are doubtful that the present flow of information is complete but also because it is the only way we can hope to get information or follow-up material quickly. Quick results are absolutely essential for information required with respect to Presidential trips. The use of liaison officers is the system generally followed in the intelligence community by other agencies. We believe five such officers are the minimum that we will require.

DATA PROCESSING

The expanded receipt of information in PRS from the white House Kail Room, from other law enforcement and intelligence agencies, and other sources requires that our present hand-operated file system be completely overhauled and that an automated system be installed for the handling of the information. The IBX Corporation has been consulted, and they have analyzed our basic problems. They proposed

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a pilot program which falls short of our needs.

The program requires further study and consideration, particularly in view of the great expansion of information received in recent months with more expected in the future.

It is necessary to conduct a detailed feasibility study and to experiment with many variations because we have problems which have not been encountered by any other law-enforcement or intelligence agency of the Government now using ADP equipment.

These funds would be required to compensate experts whom we would employ as consultants and for lease time on standard equipment or for the purchase of specially designed pilot equipment.

At this time we are not requesting funds for the purchase of functional equipment because we first have to design a practical system. These funds are solely to initiate and hopefully complete a design program on a crash basis and to conduct tests of certain equipment and systems.

SPECIAL AGENTS NEEDED FOR FIELD OFFICES .

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These special agents (which include 25 requested in the 1966 preliminary budget) will be assigned to various field offices throughout the country to:

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- (1) Handle security investigations at an estimated annual rate of 12,500 which should be referred to the field from the 50,000 information items which are expected to be received in Fiscal Year 1965 by the PRS for evaluation and analysis as a result of revised PRS activities and limison activities. Evaluation of the material received since November 22 indicates that we can expect to receive a greatly expanded volume of reports requiring investigation. In the last six months we have received approximately 32,500 reports as opposed to 12,500 in the previous six months. It seems clear that this number will reach 55,000 during Fiscal Year 1966. Experience has indicated that we should refer to the field approximately one out of every four information items for further investigation. Thus by 1966 we can expect to have 14,000 items going to the field for investigation.
- (2) Be available when the President is in travel status to keep track of and/or locate an estimated minimum of 25 known dangerous persons. They would assist in coordinating the surveillance on persons considered to be dangerous risks as well as taking other means to neutralise these risks during trips of the President.

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- (3) Assist the White House Detail Special Agents on advance assignments and surveys prior to Presidential and Vice Presidential visits.
- (4) Conduct periodic check-ups on known PRS risks.

 Such activities require a considerable part

 of special agents, time and, because of limited
 personnel, have necessarily been curtailed.
- (5) Keep current pending investigations on extremist organisations and to keep the Protective Research Section and the White House Detail aware of the activities of these organisations as they relate to the security of the President. This would be done by maintaining a close working relationship with all Federal, State, and local law enforcement and intelligence agencies within the territory covered by their field offices to insure prompt and complete reporting by those agencies on matters involving security of the President and the Vice President.
- (6) Be used during expanded building canvasses and route surveys recommended by the Research Analysis Corporation which involves the development and use of a library of both films and maps of city streets and the analysis thereof te identify high risk areas and locations.

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- (7) Lower the ratio of pending cases per special agent from approximately 110 to a more workable figure, though it would do relatively little to bring this ratio down to the ideal of approximately 25 cases to a man.
- (8) Provent the present stripping of offices for special details and assignments relating to Presidential security.
- (9) Assure more prompt and thorough reports on all our investigative and protective assignments.
- (10) Allow the necessary constant in-service training program in protection techniques and developments as recommended by the Research Analysis Corporation and the Rand Corporation.

Subsequent to the assassination, the Secret Service has developed new procedures designed to provide additional protection to the President while he is travelling. These procedures include surveys of buildings on the route of a Presidential motorcade and the posting of agents along the route. Because the Service has relatively few agents available, it has called on other Federal law enforcement agencies for help in connection with these new procedures. From February 11, 1964 through June 30, 1964, the Service has received 9,515 man hours of assistance from 670 personnel of other Federal agencies. The Service believes that calls

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on other agencies should be kept to a minimum both because it puts a strain on their resources and because its own trained agents are better qualified to perform protective duties. The new field agents requested should permit the Sarvice to take care of most of this work with its own personnel and restrict its call on other agencies to emergency situations.

Additional elerical assistance would furnish the required clorical support to the expanded program relative to the investigation and the control of the additional Protective Research activities in the field and at Headquarters. On an average we need 1 clerk for every 2.5 special agents. Fifty clerks would provide the required support for the new special agents recommended. Most of this elerical force would be assigned to the larger offices of the Secret Service which receive the large volume of referrals to insure the prompt submission of the necessary investigative and protective reports and to free special agent personnel for investigative duties.

Eighteen additional special agents are requested for permanent

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assignment to Headquarters for intensive training and for assignment as required to the White House Detail.

Presidential travel, and the development of various devices in the field of Presidential protection has greatly increased the training requirements for each agent. Whereas Presidents formerly travelled by secure trains, they now travel by air and motorcade which require the employment of many more agents. Whereas an agent formerly needed only to know how to use a pistol, he now must be able to employ many other types of weapons and technical devices. The sum of these developments is that we need more agents available when the President travels, and we need a better way to provide systematic on-the-job training for agents.

To meet this need we believe we should establish a headquarters pool of approximately 18 special agents. The primary duty of the pool would be to supplement the White House Detail at the time of Presidential travel movements. But when not so employed, special agents assigned to the pool would receive training in firearms use, use of special weapons, crowd control, handling of mobs, handling of psychotic persons, use of tear gas, high-pitch sound devices, and other similar techniques. Such training would be continuous, and assignments to the pool would be rotated on a regular plan to provide for training of all special agents.

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This pool would also provide manpower for advance surveys, sick and annual leave, and special assignments. Experienced agents would be rotated into the pool from time to time, but it would also consist in part of newly recruited agents. Through the pool it would be possible to give a much better indoctrination in Presidential protection to all field agents. In times of emergency this would be an indispensable reservoir that we would be able to call on.

We believe that a systematic and flexible pool as described is long overdue.

EXPANDED AND IMPROVED TRAINING FACILITIES

Expanded and improved training facilities will be required for the training of all Service personnel and also for the proposed Headquarters Detail.

The limitations of the present facility have long been recognised, and in 1961 definite plans were laid and an active program started to develop a new training facility to meet the particular needs of the Service. The present facility is inadequate in that it does not provide necessary class room accommodations and is too small to be expanded for new and vitally needed training. In addition, its operations constitute a hazard to visitors to the Mational Arberetum where it is located.

A site was found at the Agricultural Research Center at Beltsville, Nd. Through cooperation of the Department of Agriculture, the site will be available when needed.

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The General Services Administration has been most cooperative in assisting in the development of the new facility and is now completing a detailed prespectus. It has included a request for funds in its budget.

This new training center will provide not only for all phases of Secret Service operations but for White House Police Force and Treasury Guard Force. It will be particularly helpful in new progress for expanded training in connection with our protective responsibilities. These include training in the use of many types of weapons where safety is a factor. They also include specialised training regarding techniques to be used with the Presidential automobile and follow-up vahicles. Adequate space will be available at the new center for simulated conditions using vehicles and other items under favorable conditions for training.

PROTECTION OF THE VICE PRESIDENT 25 Special Agents

The U. S. Secret Service was authorized to provide protection for the Vice President by Public Law 87-829, signed Cotober 15, 1962. A protective detail was established on that same date to carry out the responsibility. A request for supplemental funds was submitted to the Congress to provide for 19 agents and 1 clerk to carry out the protective assignments through Fiscal Year 1963. This supplemental request was approved. In the 1964 budget, a request was made for

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funds to provide 35 agents and 1 elerk, representing an increase of 16 agents over the number requested in the Supplemental of 1963. In House Report Ho. 179, the House denied 26 positions and reduced the budget request to provide for only 10 agents for the Vice Presidential Detail. The recommendation of the House further stated that the entire resources of the field should be drawn upon as needed to augment such security. Therefore, an appeal for restoration of the 26 positions for Vice Presidential protection was not made to the Senate Appropriations Committee. The effect of the House reduction was to reduce the Vice Presidential Detail by 10 positions bolow the number previded for in the 1963 Supplemental Request.

At the present time, the Vice Presidential Detail consists of 10 protective positions. The need for additional special agents is obvious. Ten agents cannot provide full protection 24 hours a day in Washington and wherever the Vice President travels. Therefore, a request for 25 additional special agents is being made in order that the U. S. Secret Service may properly discharge its responsibilities under Public law 87-829.

Allocation of Personnel on Vice Presidential Detail

The full complement of employees assigned to protection of the Vice President will provide not more than four physically with the Vice President at any one time. Because of the

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continuing need for special agents to make advance surveys for travel and public appearances, it will often be much less. The following breakdown indicates the dispectation of the total number of employees, as well as the computation used to determine the number required:

In Vashington (coverage 7 days per week)

12 Mid. - 8 AM 8 AM - 4 PM 4 PM 55 hrs. 56 hrs. 56 hrs. 56 hrs. 6 (2 at residence)* 6 (2 at residence)* 6 (2 at residence)*

Home Outside Washington

12 Hid 8 AM	8 AH - A PM	4 PH - 12 Hid.
56 hrs.	56 hrs.	56 hrs.
1	1	1

Computation of Mancower Requirements

16 Posts 6 56 3 Posts 4 56				pejon)		26* 5
Supervisors Clerical	,					2
Drivers			•	Total	_	-3/2

*Por Year

104 days off (Saturday-Sunday)

18 days annual leave

10 days sick leave

B Holidays

140 days off per year

Each special agent will be scheduled to work 225 days per year - or 1800 hours.

16 Posts & 56 hours per week - 46,592 hours or 25.88 men 3 Posts & 56 hours per week, 8,746 hours - 4.85 men

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TECHNICAL AND PROTECTIVE EQUIPMENT AND AIDS

Special Technical and Protective Squipment and Aids for Agents and Personnel Being Protected, and Related Research								
Coulprent and Development								
Protective blankets	\$ 1,000							
Body armor and protection	1,000							
Speaking and Reviewing Stands Protection	45,000							
Chairs and Seats								
Devices for a Second Automobile	255,500							
,	\$ 323,500							

Extensive research into use of mylon protective blankets shows that they afford a considerable degree of protection against all kinds of small explosives. Research on protection of the body of an individual has developed vests and other items which are light in weight but offer vital protection in situations which would require special agents to use their bodies to protect the President. Research has been done on protection of speaking stands and reviewing stands and it has been shown that it is possible to offer the President or other person protection at parades, athletic events, and similar places where it is necessary to face large crowds for extended periods. Much thought and activity has gone into having the protection adequate but unobtrusive and the stands of conventional appearance. The same is true of chairs and seats for use on such stands.

Based on recent Presidential travel patterns, the Service believes that a second protected vehicle is necessary. The total cost of such a vehicle is high because of the research

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As stated above, the Service believes that a second protected vehicle for the President is required. This is the cost of such a vehicle without protective features.

Such a system has been under study for a number of years and one which appears to meet the requirements has been invented and a prototype is currently being tested. The above funds would equip the present fence with this feature. This feature is used extensively in industrial and escurity areas, and we feel it is essential.

This program would place emergency lights along the inside base of the fence and inside large areas of dense shrubbery. Again, this is a standard feature for security and industrial installations. We feel it is essential.

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The following programs and devices are being researched, but no request is being made for funds at this time:

An invisible radar fence for use in perimeter protection has been under development for several years. A prototype unit is scheduled for delivery to the Secret Service within the near future.

Intensive research in means for detecting concealed weapons on people has been in progress for a number of months. This need was researched a few years ago with negative results; however, new knowledge on the measuring phenomenon has been developed in recent years and it appears that the current study may lead to effective gun detection equipment.

The Bell Telephone laboratories have developed a procedure for making a comparative identification of human voices. The process is called "voice printing."

Some test samples have been examined for us by the Bell Laboratory and plans are being completed for use of this aid in connection with threatening telephone calls. The "voice print" analysis equipment is not yet available for purchase.

An extensive study is well advanced on surveys of motorcade routes to determine if any improvements can be made in assessing the risk of an ambush attack as related to the vantage point and conscalment aspects of the various building and terrain features along the route. Some trial runs of new approaches to this problem have been made and more are contemplated.

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A number of research projects are in progress in an effort to find additional non-lethal deterrents or countermeasures that might be effective in neutralizing either individuals or crowds under threatening circumstances or during an attack. Some of the studies are encouraging but will need a considerable amount of further research study.

A system for detecting that a bullet has been fired in nearing completion of the research and development stage. Preliminary tests indicate the equipment to be quite reliable. Consideration is currently being given to use of this equipment on the Presidential automobiles, aircraft, speaking stands, etc.

Extensive studies have been made on the hazards and crash survivability situation relating to the Presidential helicopters. The results of these evaluations are currently under study by personnel responsible for these aircraft, with the view of adopting any feasible suggestions that would improve the security of the President.

One closed circuit TV system has been in test operation as an aid to security at the White House for over a year. Additional systems are being programmed for installation at other White House locations where they would contribute to the overall protective capability.

Designs have been completed and plans are ready to rebuild the White House fence gates to strengthen them against breakthrough by a vehicle crash.

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An extensive long range program was initiated several years ago, and will continue for some years in the future, for the purpose of reducing fire hazards in the white House by modifying construction and eliminating inflammable materials.

A new lock system has been designed for the White House and implementation is continuing.

Additional studies and research projects of lesser magnitude are receiving attention and some of these should eventually result in the adoption to improve techniques or equipment.

Additional personnel will require the expenditure of an average of \$150 per person for desk, chair, and related items. In addition, 40 electric typewriters for stemographer-typists will be required at an estimated cost of \$300 each, for a total amount of approximately \$51,000.00.

20,500.00

Items of equipment necessary to outfit a special agent include a revolver, holster, eartridge case, badge, commission book, instructional Manual and handouffs. The average cost of this equipment is \$100 per man. To equip 205 additional special agents - \$20,500.00.

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Automobiles (101 automobiles (\$1,800 each)

Investigators engaged on criminal investigative work and en protective assignments must have adequate automobile transportation available day and night.

Our long experience has shown that approximately one car for each two special agents is the minimum number required. On this basis, 101 cars are required for an additional 205 special agents.

Two-way Radio Communications for 101 Cars

85,850.00

Special agents engaged in criminal investigative work and on protective assignments must
have adequate mobile communications. Two-way
mobile radios in official automobiles are the
most effective method of communication, and quickly
repay their cost in better utilisation of the time
of the investigators. In these areas where the
Secret Service does not maintain its own stations,
the mobile sets are on the same frequency as local
or state police. This not only emables this Service
to keep in close contact with the investigator, but
gives him an immediate source to centact in eace
of trouble.

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RELATED SUPPORT REQUIREMENTS

The nature of the duties of Secret Service

Special Agents requires considerable travel. Our
actual experience has shown that the annual travel
cost per special agent is about \$800. We expect
this cost to be the same - or perhaps higher for the new agents. This rate for 205 additional
special agents makes the requirement total
\$164,000.00.

This sum is requested to provide for the new personnel and activities requested. It is a non-recurring item because it will provide for moving and payment for the cost for the first year; thereafter the cost will be paid by General Services Administration and earried in that budget.

There is already a shortage of space in the Secret Service, especially in Mashington, and seaso of the requirement would relieve that shortage. There is no expansion depablility at this time.

Specifically, space would be needed for the following activities:

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To provide additional space for expanded	
training by the Headquarters "Peel" Training	
Detail	2,000 eq. 14.
To provide for increased elerical personnel	*
at Headquarters, in Statistics, Files and	r_{\perp}
Records, Payroll, Purchase and Supply,	
Accounts and Audit Sections, and Office of	
Assistant Chief	. 5,000 eq. n.
To provide for expended activities of	•
Pretestive Research Section	2,000 eq. ft.
To provide space for ADP Programmers	•
and related activities	1,000 sq. ft.
To provide an average of 400 square feet	
of space in 15 field offices to accommedate	
increased work lead of security cases	6,000 sq. ft.
Total 16,000 sq. ft. at an average cost	
of \$4.00 per square feet - \$80,000.00.	•
itional Cost of Printing	10,000.00

Add:

Based on the number of additional employees requested, and the present rate of printing cost, an additional \$10,000 will be required. The added employee seet in this connection will cover many necessary circulars and instructional monorands,

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the printing of additional instructional
Manuals, on all subjects ranging from effice
administration to protective survey work
and operations of protective details.

80,000.00

Our experience in operating a floot of automobiles in investigative and protective work shows that the annual cost for maintenance and repairs is about \$600 per ear. This rate for 101 additional automobiles makes a total need of \$60,800.00.

Additional Cost of Telephone Communications

10,000.00

Based on the present cost of telephone
communications, the additional employees requested
will create a need for at least \$10,000 in additional telephone service and tell charges.
Protective assignments, being of an urgent nature,
and usually with very limited time allemances,
make necessary the use of telephone to a greater
extent than the usual investigative assignments.

120,000.00

Becomes of the urgent nature of the expanded protestion program, it will be necessary to transfer experienced special agents from propent locations

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and assignments to new ones and to replace them
with new special agents. This will require many
transfers of families. Such costs cover the
transportation of the employee and his family,
shipment of household goods, etc. In some instances,
one transfer causes another, such as the need to
replace an experienced can by transfer of a second
experienced man from another locality. We estimate
that 100 transfers at an average cost of \$1,200 will
be anticipated, making the total need of \$120,000.

TIME SPAN FOR ACCOMPLISHENT

Setimated Time to Implement the Plan 20 Months

ESTIDATED COSTS

This part of the program would be to employ 75 persons, and to pay for their equipment, etc., and to cover transfer costs and other related costs incident to their acquisition.

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It would NOT include the purchase of automobiles at this point of program accomplishment, which
in turn would not require purchase of radios now.

It would, also, probably include only a relatively
small portion of the additional space. Other phases
of the implementation of the program would go into
Fiscal Year 1966 and the following is an estimate of
the cost in that year to continue and complete the plan.

Cost to be included in 1966 budget request -

Because the nature of the assignments requires experienced special agents, it is planned that all new special agents would be recruited at 63-7 and would replace experienced special agents in regular field work.

Because of the need for competent clorical help, the additional clerks would be recruited at the GS-6 level.

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