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U.S. Department of Justice

Federal Bureau of Investigation
Washington, D.C. 20535

November 7, 2017

MR. RUSS KICK
POST OFFICE BOX 36914
TUCSON, AZ 85740-6914

FOIPA Request No.: 1370086-000
Subject: FBI Insignia

Dear Mr. Kick:

The enclosed documents were reviewed under the Freedom of Information Act (FOIA), Title 5, United States Code, Section 552. Deletions have been made to protect information which is exempt from disclosure, with the appropriate exemptions noted on the page next to the excision. In addition, a deleted page information sheet was inserted in the file to indicate where pages were withheld entirely. The exemptions used to withhold information are marked below and explained on the enclosed Explanation of Exemptions:

Section 552

☐ (b)(1)

☐ (b)(2)

☐ (b)(3)

☐ (b)(4)

☐ (b)(5)

☒ (b)(6)

☐ (b)(7)(A)

☐ (b)(7)(B)

☒ (b)(7)(C)

☐ (b)(7)(D)

☐ (b)(7)(E)

☐ (b)(7)(F)

☐ (b)(8)

☐ (b)(9)

Section 552a

☐ (d)(5)

☐ (j)(2)

☐ (k)(1)

☐ (k)(2)

☐ (k)(3)

☐ (k)(4)

☐ (k)(5)

☐ (k)(6)

☐ (k)(7)

16 pages were reviewed and 16 pages are being released.

- ☐ Document(s) were located which originated with, or contained information concerning, other Government Agency (ies) [OGA].
- ☐ This information has been referred to the OGA(s) for review and direct response to you.
- ☐ We are consulting with another agency. The FBI will correspond with you regarding this information when the consultation is completed.
- ☐ In accordance with standard FBI practice and pursuant to FOIA exemption (b)(7)(E) and Privacy Act exemption (j)(2) [5 U.S.C. § 552/552a (b)(7)(E)/(j)(2)], this response neither confirms nor denies the existence of your subject's name on any watch lists.

For your information, Congress excluded three discrete categories of law enforcement and national security records from the requirements of the FOIA. See 5 U.S.C. § 552(c) (2006 & Supp. IV (2010)). This response is limited to those records that are subject to the requirements of the FOIA. This is a standard notification that is given to all our requesters and should not be taken as an indication that excluded records do, or do not, exist. Enclosed for your information is a copy of the Explanation of Exemptions.

For questions regarding our determinations, visit the www.fbi.gov/foia website under "Contact Us."

The FOIPA Request Number listed above has been assigned to your request. Please use this number in all correspondence concerning your request. Your patience is appreciated.

You may file an appeal by writing to the Director, Office of Information Policy (OIP), United States Department of Justice, Suite 11050, 1425 New York Avenue, NW, Washington, D.C. 20530-0001, or you may submit an appeal through OIP's FOIAonline portal by creating an account on the following website: <https://foiaonline.regulations.gov/foia/action/public/home>. Your appeal must be postmarked or electronically transmitted within ninety (90) days from the date of this letter in order to be considered timely. If you submit your appeal by mail, both the letter and the envelope should be clearly marked "Freedom of Information Act Appeal." Please cite the FOIPA Request Number assigned to your request so that it may be easily identified.

You may seek dispute resolution services by contacting the Office of Government Information Services (OGIS) at 877-684-6448, or by emailing ogis@nara.gov. Alternatively, you may contact the FBI's FOIA Public Liaison by emailing foipaquestions@fbi.gov. If you submit your dispute resolution correspondence by email, the subject heading should clearly state "Dispute Resolution Services." Please also cite the FOIPA Request Number assigned to your request so that it may be easily identified.

☐ The enclosed material is from the main investigative file(s) in which the subject(s) of your request was the focus of the investigation. Our search located additional references, in files relating to other individuals, or matters, which may or may not be about your subject(s). Our experience has shown when ident, references usually contain information similar to the information processed in the main file(s). Because of our significant backlog, we have given priority to processing only the main investigative file(s). If you want the references, you must submit a separate request for them in writing, and they will be reviewed at a later date, as time and resources permit.

☒ See additional information which follows.

Sincerely,



David M. Hardy
Section Chief
Record/Information
Dissemination Section
Records Management Division

Enclosure(s)

The enclosed documents represent the final release of information responsive to your FOIA request. This material is being provided to you at no charge.

EXPLANATION OF EXEMPTIONS

SUBSECTIONS OF TITLE 5, UNITED STATES CODE, SECTION 552

- (b)(1) (A) specifically authorized under criteria established by an Executive order to be kept secret in the interest of national defense or foreign policy and (B) are in fact properly classified to such Executive order;
- (b)(2) related solely to the internal personnel rules and practices of an agency;
- (b)(3) specifically exempted from disclosure by statute (other than section 552b of this title), provided that such statute (A) requires that the matters be withheld from the public in such a manner as to leave no discretion on issue, or (B) establishes particular criteria for withholding or refers to particular types of matters to be withheld;
- (b)(4) trade secrets and commercial or financial information obtained from a person and privileged or confidential;
- (b)(5) inter-agency or intra-agency memorandums or letters which would not be available by law to a party other than an agency in litigation with the agency;
- (b)(6) personnel and medical files and similar files the disclosure of which would constitute a clearly unwarranted invasion of personal privacy;
- (b)(7) records or information compiled for law enforcement purposes, but only to the extent that the production of such law enforcement records or information (A) could reasonably be expected to interfere with enforcement proceedings, (B) would deprive a person of a right to a fair trial or an impartial adjudication, (C) could reasonably be expected to constitute an unwarranted invasion of personal privacy, (D) could reasonably be expected to disclose the identity of confidential source, including a State, local, or foreign agency or authority or any private institution which furnished information on a confidential basis, and, in the case of record or information compiled by a criminal law enforcement authority in the course of a criminal investigation, or by an agency conducting a lawful national security intelligence investigation, information furnished by a confidential source, (E) would disclose techniques and procedures for law enforcement investigations or prosecutions, or would disclose guidelines for law enforcement investigations or prosecutions if such disclosure could reasonably be expected to risk circumvention of the law, or (F) could reasonably be expected to endanger the life or physical safety of any individual;
- (b)(8) contained in or related to examination, operating, or condition reports prepared by, on behalf of, or for the use of an agency responsible for the regulation or supervision of financial institutions; or
- (b)(9) geological and geophysical information and data, including maps, concerning wells.

SUBSECTIONS OF TITLE 5, UNITED STATES CODE, SECTION 552a

- (d)(5) information compiled in reasonable anticipation of a civil action proceeding;
- (j)(2) material reporting investigative efforts pertaining to the enforcement of criminal law including efforts to prevent, control, or reduce crime or apprehend criminals;
- (k)(1) information which is currently and properly classified pursuant to an Executive order in the interest of the national defense or foreign policy, for example, information involving intelligence sources or methods;
- (k)(2) investigatory material compiled for law enforcement purposes, other than criminal, which did not result in loss of a right, benefit or privilege under Federal programs, or which would identify a source who furnished information pursuant to a promise that his/her identity would be held in confidence;
- (k)(3) material maintained in connection with providing protective services to the President of the United States or any other individual pursuant to the authority of Title 18, United States Code, Section 3056;
- (k)(4) required by statute to be maintained and used solely as statistical records;
- (k)(5) investigatory material compiled solely for the purpose of determining suitability, eligibility, or qualifications for Federal civilian employment or for access to classified information, the disclosure of which would reveal the identity of the person who furnished information pursuant to a promise that his/her identity would be held in confidence;
- (k)(6) testing or examination material used to determine individual qualifications for appointment or promotion in Federal Government service the release of which would compromise the testing or examination process;
- (k)(7) material used to determine potential for promotion in the armed services, the disclosure of which would reveal the identity of the person who furnished the material pursuant to a promise that his/her identity would be held in confidence.

FBI Badges

(History of)



The first badge of the Bureau of Investigation was issued shortly after the organization was established in 1908. In 1915, there were 219 Agents who carried this badge as their only weapon against Federal criminals, for they had not been authorized to carry firearms. Associated with this badge were the circular emblem of the "American Protective League, Auxiliary of the Department of Justice" and the similar badge of the "American Protective League." There were also various other badges, including those of the "White Slave Officers" and at least one for a "U. S. Detective-International."



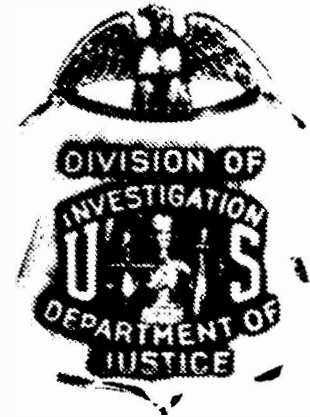
Shortly after Mr. Hoover was named Director of the Bureau in 1924, the decision was made to adopt a new pattern for the Special Agent's badge. Many designs were considered, and the pattern of the miniature shield crested by an eagle was the final selection. These badges were first issued in May, 1927, and was carried by the Agent who died at the Kansas City Massacre and those who later cracked the infamous Lindbergh kidnap case. These first "shield" badges were slightly smaller than the present-day badge and had a flat facial surface.

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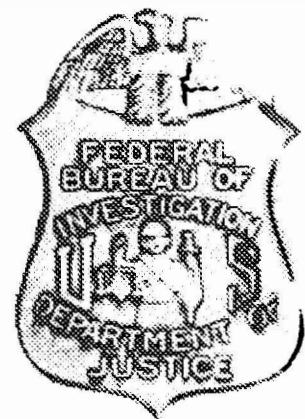
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EDITOR'S NOTE: In response to a recent inquiry concerning the FBI badge, the editors thumbed through the detailed index of *THE INVESTIGATOR*, confident that during the more than thirty years the magazine has been published much would have been written on the history of the badge. It came as a mild surprise that no articles have ever been written on this indispensable piece of every Special Agent's equipment. The display on these pages is intended to fill that gap.

The Bureau's title was changed to the Division of Investigation in 1933. A few months later, a conference of Special Agents in Charge was held in Washington, and they voted unanimously to retain the same style of badge but to increase its size and have it cast with a slight curvature. The badges modeled in this fashion were first issued in April, 1934, but they were in use for less than two years.



The Federal Bureau of Investigation was officially designated in 1935, and in July of that year, Special Agents throughout the Bureau exchanged their badges for the new issue. The original FBI badges were manufactured by the Robbins Company of Attleboro, Massachusetts, and were numbered from 1 to 1000. Many of these original badges are still in use today.



Evolution of the FBI Seal

by:
Laboratory Division

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Today's FBI Seal



The first official FBI Seal.



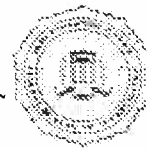
Seal of the U.S. Department of Justice.

For 44 years, the FBI Seal has served to symbolize the high ideals and aspirations of the men and women of the FBI. An integral part of our daily lives, this "symbol of organization" represents to the world an agency, that for many, is the epitome of professionalism and excellence in the law enforcement community.

Shortly after July 1, 1935, the effective date of the congressional enactment which changed the name "Division of Investigation" to "Federal Bureau of Investigation," the need for an appropriate Seal became apparent. Acting on FBI Director J. Edgar Hoover's request to obtain a special Seal for his office, Assistant Director T.D. Quinn con-

tacted the Lamb Seal and Stencil Company of Washington, D.C., about possible Seal designs and methods of reproduction. For \$185, the Lamb Company proposed to etch the Seal on a nickel-silver plaque in the exact colors desired. The proposal was received favorably and the new etched Seal was to be delivered to the Director's office in early November of 1935.

The first official Seal of the newly named Bureau was a slightly altered version of the Seal of the Department of Justice. The outside rim of the Seal carried the legend "Department of Justice," and for FBI purposes an additional band was added with the name "Federal Bureau of



Investigation" across the top, and "Fidelity, Bravery, Integrity" below.*

Along with the new Seal came the problem of paying for it. Funds were not readily available, and before the Bureau acquired the funds for the Seal, it was returned to the Lamb Company; the Bureau requested bids for two new Seal-plaques from area firms. Aware of the problems the Bureau faced in paying for the original Seal, Mr. Lamb advised the Chief Clerk, W. R. Glavin, that its return would not be necessary: if the Lamb Company was not successful in obtaining the award of the bid for the additional plaques, his company would sell the present Seal to the successful bidder.

New invitations to bid were sent out on April 29, 1936, with the Lamb Seal and Stencil Company being awarded the contract. With one Seal-plaque already delivered, the Lamb Company produced the second one. This time there was no problem with payment. A check for \$380.25 was presented to the Lamb Company on July 27, 1936, in payment for two metal Seals supplied for the Director's reception room and the exhibit room.

But this Seal design did not last long. Today's FBI Seal is the result of SA Leo J. Gauthier's research and design of a Bureau flag. Hired in 1935 as a typist in the New York City Field Office, Gauthier's artistic ability and creativity came to the attention of the Director, and he was transferred to Headquarters.

Gauthier worked as the Bureau's draftsman, artist, and illustrator, preparing charts and diagrams, keeping the Bureau's exhibit rooms (early public tour facility, the forerunner of the modern FBI Tour Route) up-to-date, and pre-

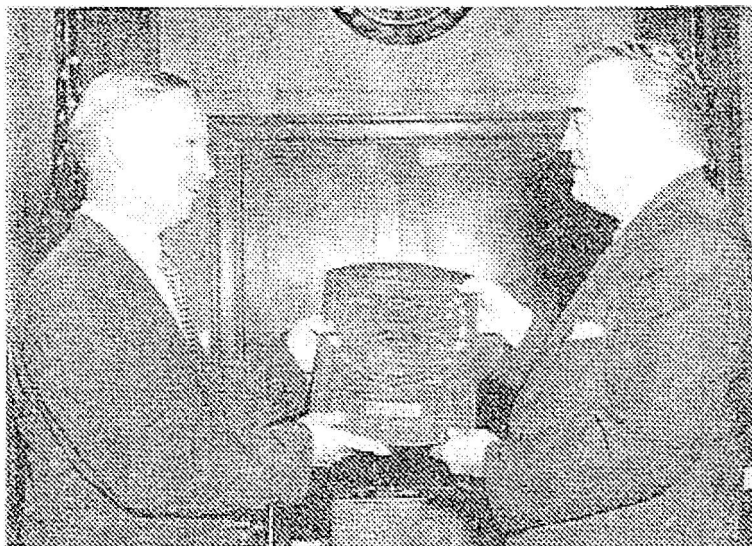
paring exhibits for the field.

Sometime during 1938-39, the Executive Conference approved a design submitted by Gauthier for a Bureau flag; however, the idea was temporarily abandoned because of the prohibitive cost. On August 23, 1940, SA Gauthier submitted a proposed Bureau Seal, designed in the form of a wall plaque. The key elements of the Seal were predicated upon the coat of arms appearing on the previously approved FBI flag. The Executive Conference approved the general design submitted. The design was then shown to

Mr. A. E. DuBois, who designed and manufactured flags and other paraphernalia for the Army and various Government agencies. He advised the number of leaves in the laurel sprigs be changed from 48 (representing the number of states in the Union in 1940) to 46 (the number in 1908, the year the Bureau was created). DuBois pointed out the laurel leaves would have more significance if they reflected the number of states at the time of the Bureau's formation, so there would be no need

to adjust the number should additional states be admitted.

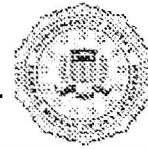
On December 5, 1940, a three-dimensional model of the new Seal, hand-built by Gauthier and reflecting all the design revisions, was sent to the Director's Office for approval. Five days later, Director Hoover, in a memorandum to Mr. Matthew F. McGuire, the Assistant to the Attorney General, asked if there was any objection to the FBI adopting an official Seal. There was no existing statute or provision prohibiting the use of the Seal, and the Bureau for-



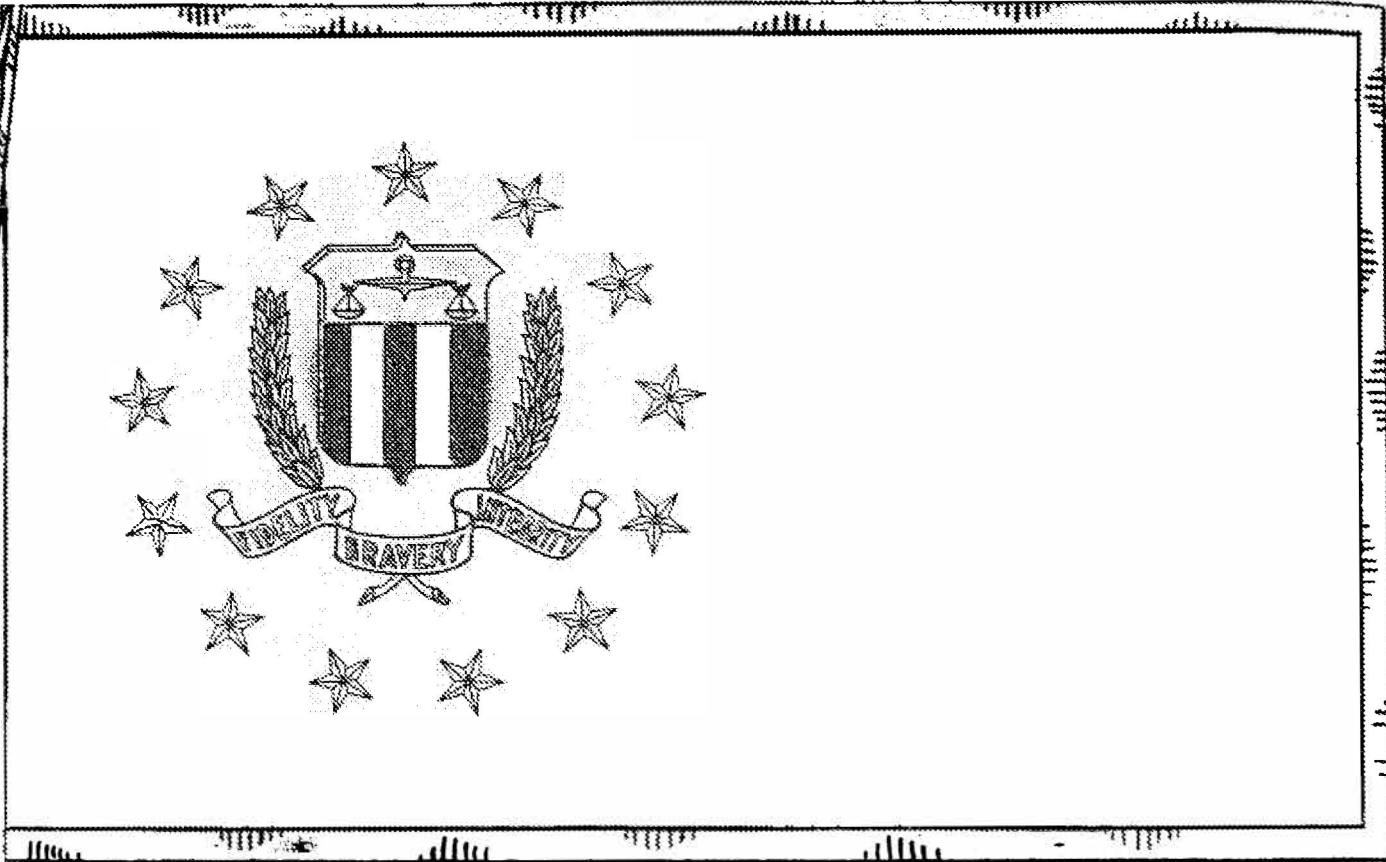
SA Leo J. Gauthier, designer of today's FBI Seal received a three-dimensional replica of the seal from Director Hoover.



* It is not known precisely how the FBI's motto, "Fidelity, Bravery, and Integrity" evolved, or when it first came into general use. FBI records from this period show no mention of the phrase prior to April 29, 1936. However, they do reveal that the Lamb Seal and Stencil Company, on November 13, 1935, added three words to the recently completed new FBI Seal. Perhaps the motto, a natural outgrowth of the Seal's evolution, was inadvertently deleted from the original seal specifications and merely added to it upon completion; possibly the phrase was not coined at all until after the fact.



FBI Seal



Gauthier's 1938 Bureau Flag

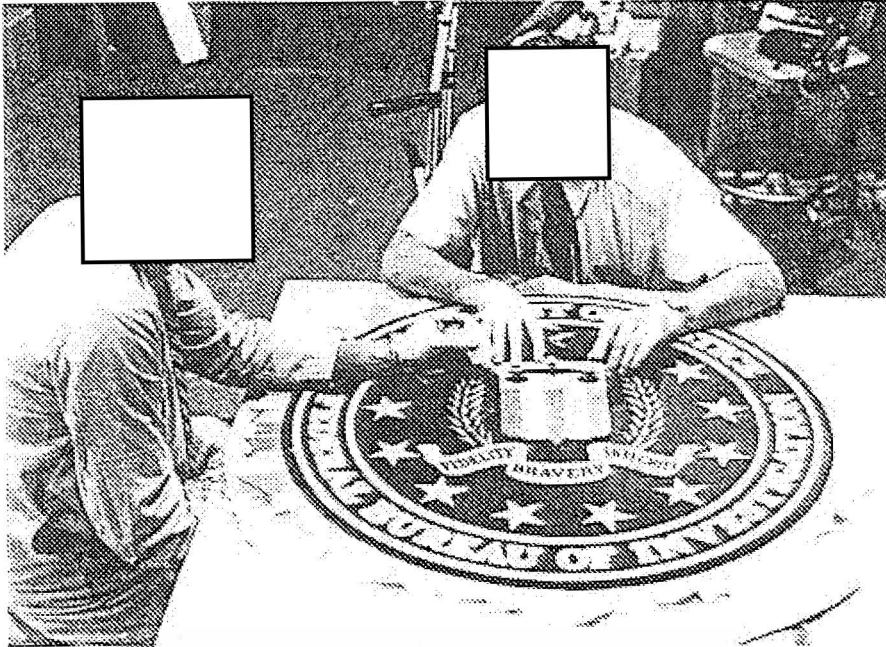
mally adopted its new "symbol of organization" on December 18, 1940.

By early 1941, the new Seal came into limited use through hand-painted photographic reproductions on official Bureau stationery, and approximately a half-dozen hand-built wooden wall plaques hung in the Director's office and FBI exhibit rooms.

Although Section 709, Paragraph 9, Title 18, United States Code, protects the name and Seal of the FBI from unauthorized commercial use, artists and craftsmen of the Special Projects Section, as well as other members of

the FBI family, have for nearly 44 years adapted our "symbol of organization" for noncommercial use in a variety of diverse and fascinating applications. From throw-rugs to anniversary cakes, shoulder patches to mosaics, the FBI Seal has been etched, sketched, stamped, screened, embroidered, embossed, printed, painted, pasted, photographed, papier machied, cast-carved, and baked! But no matter what form of application it's given, the FBI Seal with its motto of "Fidelity, Bravery and Integrity" continues to symbolize the motivating force behind the men and women of the FBI.

Heraldry of the FBI Seal



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Constructing the Seal

Each symbol and color in the FBI Seal has special significance. The dominant blue field of the Seal and the scales on the shield represent justice. The endless circle of 13 stars denotes unity of purpose as exemplified by the 13 original states. The laurel leaf has, since early civilization, symbolized academic honors, distinction and fame. There are exactly 46 leaves in the two branches, since there were 46 states in the Union when the FBI was founded in 1908. The significance of the red and white parallel stripes lies in their colors. Red traditionally stands for courage, valor and strength, while white conveys cleanliness, light, truth and peace. As in the American Flag, the red bars exceed the white by one. The motto, "Fidelity, Bravery, Integrity," succinctly describes the motivating force behind the men and women of the FBI. The peaked bevelled edge which circumscribes the Seal symbolizes the severe challenges confronting the FBI and the ruggedness of the organization. The gold color in the Seal conveys its overall value.



C-MEN Fact and Fiction

by SA [redacted]
Office of Public Affairs

(Below) Director Clarence M. Kelley (Original Bureau application photo).

The FBI Badge Part I

Last year, Director Sessions approved a new policy which will affect every Special Agent who remains in service until retirement. As of June 30, 1989 all retirement plaques will have both credentials and badge numbers on them. Previously badges were reassigned to new Agents going through Quantico now, when Agents retire a bit of FBI history will leave with them. Our current badges, the fourth design since 1908, date back to June 1935 when the first thousands were purchased. The second thousand were purchased in early 1940. Since then our inventory has grown and today we have over 10,500.

Since 1935 FBI badges have been made by several different companies but to the same basic specifications. The badges are 14 karat gold-filled (not only in 14-gauge stock, meaning there is very little of the precious metal in them. Underneath a thin layer of gold plating is, for most of them, a base metal of copper alloy. During World War II, copper, like Lucky Strike Green (Cigarettes), went to war. The use of copper was restricted to essential war materials and FBI badges were not in that category. The supply problem was compounded by an increase in Agent complement from 898 in 1940 to 4,370 in 1945. It was decided that a sterling silver base would be used and a large number of these were purchased. Most all

are still in service. Once during the war we tried to get an exemption from the Copper Section of the War Production Board but were turned down. After years of wear many of these wartime badges are showing their silver lining. Quite a few have been replated but can still be identified by the word "sterling" stamped on back. In 1935 the badges cost about \$3 apiece, the file isn't clear on this. Today the price varies. If we supply the manufacturer with the gold, under the Department of Defense precious metals recovery program, the price is \$57. If not, the price is \$77.

The policy on badge presentations has changed throughout the years. In July 1937, a memo was sent to Director Hoover recommending that badges be presented upon an Agent's retirement, or to his widow if he were killed in the line of duty. Mr. Hoover wanted to maintain strict accountability over badges and advised that a slain Agent could be buried with his badge, otherwise none would leave the Bureau. He softened his policy as time went on, allowing widows, retiring Agents with 35 years' service, and retiring Assistant Directors or higher, to keep them. In January 1959, he rescinded presentation to Agents with 35 years of service. Badges have also been presented to a number of "Honorary Special Agents" over the years including several U.S. Presidents.

In the early days the badge was not intended for everyday use. One Director's airtel to all SACs in late 1934

cautioned "employees engaged in investigative work against the promiscuous use of the badge" and that "the Commission Card supplied a Special Agent should be used in ordinary interviews and the badge used and displayed only in cases of emergency or of the utmost necessity." This was in sharp contrast to a 1971 suggestion by an Agent that badges be eliminated because the public usually demands more positive proof of our identity.

So what about this little piece of metal that many Agents will walk away with after 20-plus years? Most of the badges through number 8,000 have been carried previously by one or more Agents. They, for the most part, spent their years in anonymous, loyal service to

their country. Others have personal histories that would be of interest to Agents with those badges now. But first:

The Directors

J. Edgar Hoover was issued badge number 1. It is now locked in a safe at FBIHQ. His Associate Director, Clyde Tolson, had number 4, which was presented to him upon retirement. L. Patrick Gray, III and Clarence M. Kelley both carried number 2 and it was presented to Mr. Kelley when he left. William D. Ruckelshaus only served briefly and there is no record that he received a badge. William H. Webster had number 3 and it was presented to him when he left to head the C.I.A. Director Sessions has a newly made badge with number 1 and his name on the back.

The Story of Clarence Kelley's Badge

Prior to serving as Director from 1973 to 1978, Clarence M. Kelley had completed a 21-year career as a Special Agent and retired. He first entered on duty October 7, 1940 and had several assignments in the field, as well as a stint at Quantico as a firearms instructor. During those years he carried badge number [redacted] now assigned to SA [redacted] Los Angeles Office. In July 1944 Mr. Kelley took military leave to join the U.S. Navy. Upon his return to the Bureau in April 1946 he was issued badge number [redacted] Mr. Kelley went on to numerous assignments and retired on October 24, 1961 while SAC in Memphis. At that time he turned in



number [redacted] now carried by SA [redacted] Charlotte Office.

From his retirement until being appointed Director by President Nixon, Mr. Kelley was Chief of Police in Kansas City, Missouri. Upon becoming Director he carried badge Number 2.

Next month we continue our history of Agents and their badges. ☐

career, receiving numerous letters of commendation and rising to the rank of SAC. He retired on September 30, 1958, while SAC in New Orleans. At that time, he requested his badge, #19, which he had carried since 1915, be given to his nephew, SA George Liddy who had entered on duty the year before. The switch was made, and Liddy turned in badge [redacted]



Liddy served in the Indianapolis and Denver Offices before taking a supervisory position at FBIHQ. He resigned in September, 1962, and went on to become more widely known as G. Gordon Liddy, convicted in the Watergate scandal. He recalled his Bureau days in a book, *Will: The Autobiography of G. Gordon Liddy*. Badge #19 is now carried by SA James A. Acree Jr., Miami Office.

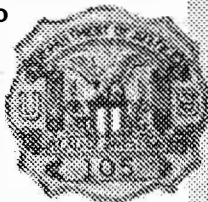
• Numerous other former Agents have written books. One of the most famous, or infamous, is *No Left Turns*, a highly irreverent look at Bureau life by retired Agent Joseph L. Schott. This 1975 book caused quite a stir, and its authenticity was much disputed. Schott carried badge [redacted] and it's ironic that the FBI's chief publisher now has it. SSA [redacted] is Publications Unit Chief, Office of Public Affairs, FBIHQ, and an accomplished author himself.

• The final word comes from William E. Miller Sr., a member of the Society of Former Special Agents of the FBI and the oldest living ex-Agent. Miller was born on February 2, 1897, in Smithton, Missouri. He graduated from the University of Missouri Law



School, and among other activities, was a first lieutenant in the Missouri National Guard, a Freemason and a Scoutmaster. Miller entered on duty November 12, 1924, and served in eight field offices. When the Phoenix Office was closed temporarily in 1938 and made a Resident Agency of Los Angeles, he remained there as the sole

Agent. His territory was approximately 400 miles long and 300 miles wide, half of which was Indian reservations or other Government lands. Recently in a interview, he said his forte was fugitive cases. Now 93 years old and restricted in movement, he said, "I still get fidgety when I think about fugitives....I loved to catch 'em. It gave me a chance to pit my mind against another person's."



Miller carried all four styles of Bureau badges in his long career, one which spanned the same time period as the movie "The FBI Story." Just before he retired on January 31, 1959, he requested permission to keep badge [redacted] which he had since 1935. Bureau policy then required 35 years of service but he only had 34 years, 2 months and 19 days. His request was denied, and the policy made even stricter the same month. Badge [redacted] is now carried by SA [redacted] New York Office.

When told of Director Sessions' new policy, Miller was pleased as he believes "any man who goes the distance with the organization would be thrilled to keep his badge." □

SSA Charles A. Appel, Jr. (Original Bureau Application photo).



SAC Jay C. Newman (Photo taken within one year of the shooting incident).



SA William E. Miller (Original Bureau application photo).



(For more on William Miller see next month's issue.)



C-MEN

Fact and Fiction

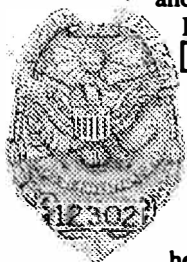
by SA [redacted]
Office of Public Affairs

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The FBI Badge Part II

The badges shown here were prototypes provided by various manufacturers in the mid-1920's when J. Edgar Hoover was looking for a new design.

Last month we traced the history of the current FBI badge. We continue in this issue with the background of several former Agents and those who have their badges now:

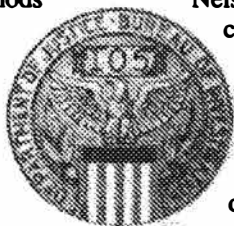


• Charles A. Appel, Jr., was born in 1895, in Washington, D.C. Toward the end of World War I, he went through nine months of aviation training, graduating as a second lieutenant bombardier in February, 1919. Without benefit of a college education, he graduated from the George Washington University Law School and on October 4, 1924, was appointed a Special Agent. He became a personal friend of J. Edgar Hoover, and in subsequent years, his interest in crime detection methods led him to become the founder of the FBI Laboratory. His specialty was document examinations. Through the 1930's and 40's, he personally worked on some of the most sensational Bureau cases. He did the handwriting comparisons in the Lindbergh kidnaping case and testified before the grand

jury that Bruno Hauptman wrote the ransom note. When Appel retired on December 31, 1948, he was one of the few left who could address Mr. Hoover as "Speed," a nickname acquired delivering groceries as a youth. Appel received badge [redacted] in July 1935 and carried it until retirement.

It's now carried by SA [redacted] Philadelphia Office.

• Jay C. Newman was born in 1899 in Salt Lake City. After a year at Utah Agricultural College, he did two years of religious missionary work. In October, 1925, he became a Special Employee (Investigative Assistant) and on April 1, 1926, was appointed a Special Agent. He was with Chicago SAC Melvin Purvis, on April 22, 1934, when a detail of Agents raided the Dillinger Gang hideout at Little Bohemia Lodge, north of Rhinelander, Wisconsin. Barking dogs alerted the gang and most, including Baby Face Nelson, escaped under



cover of machine gun fire. While regrouping, Purvis ordered Newman and SA W. Carter Baum to check out a reported disturbance two miles away. The two Agents and a constable reached the area and approached a parked car and driver, not knowing it was Nelson. Nelson suddenly pulled a gun and ordered them

out of their car. As Newman stepped out first he was shot in the head and fell unconscious. Nelson continued firing, killing Baum and wounding the constable, then made his escape. Newman survived his wound and went on to serve as SAC in five offices, retiring from the last, Salt Lake City, in February 1952. From July 1935 until his retirement Newman carried badge [redacted] now carried by SA [redacted] Houston Office.

• Frederick Ayer, Jr., graduated from Harvard Law School, and was appointed a Special Agent on August 25, 1941. He was selected for the Bureau's Special Intelligence Service, and toward the end of the war, was SAC of our Paris, France, Office. One of its tasks was to evaluate intelligence information that the U.S. Army seized as it rolled eastward across Europe. Liaison with the Army, or at least the Third Army, must have been excellent because Ayer's uncle was General George S. Patton Jr., old "Blood and Guts" himself. Ayer resigned in December, 1945, when it was determined that the FBI would not handle U.S. intelligence operations abroad. He went on to work for the Department of State, and in 1957, wrote



about his career in a book titled *Yankee G-Man*. Ayer carried badge [redacted] now carried by SSA [redacted] Criminal Investigative Division, FBIHQ.

• Three current members of the U.S. Congress are former Special Agents. Terry Sanford, the only Agent to become a U.S. Senator, hails from North Carolina. He served for almost one year in 1942. Unfortunately, his old badge was reported lost in 1979. Representative Don Edwards of California served for a year before Pearl Harbor. Edwards carried badge [redacted] now carried by SSA [redacted] Los Angeles Office.

Representative Michael G. Oxley of Ohio served from 1969 to 1971. He had badge [redacted] now carried by SSA [redacted] Identification Division, FBIHQ.

Many Agents pass their badge down to a son or daughter who follow in their footsteps. One family has had sole possession of [redacted] since it was issued in September, 1940, to [redacted]. He carried it until retirement in 1967. His son, [redacted] Little Rock Office, has carried it since entering on duty in 1968.

• Raymond J. Abbaticchio Jr. graduated from Georgetown Law School and became an Agent on October 16, 1933. He had a sterling

Mr. Glover

3-31-88

E. J. Sharp

SPECIAL AGENT BADGE POLICY

This matter was predicated on a request from the Director at an Executive Conference.

PURPOSE: To advise of current and previous policy regarding the award and presentation of Special Agent (SA) badges.

SYNOPSIS: This memorandum consolidates all proposals, recommendations and suggestions regarding the presentation of SA badges to retiring Agents from 8-8-52 to present. As documented in this memorandum, the Bureau's position on this matter has remained firm and consistent for many years.

RECOMMENDATION: None. For information.

DETAILS: A review of all administrative files regarding SA badges (Bufile No. 62-12846) has recently been completed by the Property Management Unit, Property Procurement and Management Section, Administrative Services Division (ASD).

- 1 - Mr. Sharp
- 1 - Mr. Brixey
- ② - Mr. [redacted] (Attn: Mr. Arnold)
- 1 - Mr. [redacted]
- 1 - Mr. [redacted]
- 1 - Mr. Wyne
- 1 - Mrs. [redacted]

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RE: SPECIAL AGENT BADGE POLICY

This review was initiated to document historical as well as present policies and procedures adopted by the Bureau regarding the award and presentation of SA badges.

In response to a suggestion presented by Mr. Gauthier and Mr. Nichols, the Executive Conference (consisting of Messrs. Tolson, Glavin, Tracy, Harbo, Mohr, Belmont, Ladd, Rosen, Clegg, Gearty and Nichols) forwarded a memorandum to Director Hoover, dated 8-8-52, for his consideration and approval. It was suggested that "...whenever an Agent is killed in the line of duty, or when an Agent with 10 years of service or more dies of natural causes that the badge be decommissioned, mounted in a walnut plaque and presented to the next of kin by the Director. It was further suggested that when an Agent retires with 20 years or more of service that his badge be decommissioned, mounted in a walnut plaque and presented to him." Four views were presented to Director Hoover and his note "I concur" was indicated by the recommendation of Messrs. Glavin and Harbo that "...badges not be given under any circumstances."

The Executive Conference met in 12-28-53 and "...discussed possible Bureau policy permitting Special Agents to retain their badges upon retirement." By memorandum from the Executive Conference to Mr. Tolson, dated 12-30-53, it was unanimously recommended and approved by Director Hoover "...that unless a Special Agent has had at least 35 years of active service in the Federal Bureau of Investigation, that he be not granted permission to retain his badge upon the date of his retirement." It was also recommended and approved that "...in the future whenever an Agent loses his life in line of duty such as in gun battle with criminals whom he is endeavoring the apprehend, that his badge be appropriately mounted and presented to his widow and children or widow and child or parents, if single, as a memento of his outstanding service in the Bureau." The following typographical note appears on this correspondence: "On 1-25-54, an amendment was approved which will permit the mounting and presentation of badges to Assistant Directors and above who retire from the service." This amendment could not be located in referenced Bufiles.

By SAC Letter No. 59-3, dated 1-20-59, captioned "Personnel-Special Agent Badges" the policy of awarding badges to retiring SAs or close relatives of Agents who died while still in the Bureau's service was discontinued. This SAC letter indicates that there have been "some instances of misuse of badges given under the foregoing circumstances." Supporting documentation

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RE: SPECIAL AGENT BADGE POLICY

of misuse could not be located in Bufiles. This letter further stated that "...granting or decline of requests for these badges is becoming more and more difficult to administer fairly. Therefore, in the best interests of the Bureau and to be entirely uniform in our policy, a decision has been made to discontinue the awarding of SA badges..."

On 1-30-59, the SAC, Philadelphia forwarded a memorandum to the Director presenting a suggestion of SA Lloyd W. Arms. SA Arms suggested that a small replica of the badge be awarded to all SAs retiring from the Bureau with 20 years or more of service. He further suggested that an inscription be made on the reverse of the replica to include the SA's name, the fact that he/she retired, the EOD date and the date of retirement. It was also noted that this type of memento could be presented to the wife or children of an Agent killed or those who die on duty. By memorandum W. S. Tavel to Mr. Mohr, dated 2-9-59, captioned "Suggestion Number 888-59" it was recommended and approved that SA Lloyd W. Arm's suggestion not be adopted.

The Bufile on SA badges contained no documentation of this matter resurfacing until 8-7-69, when a suggestion (#65-70) was received from SA William P. Kittel of the Jacksonville Field Office. SA Kittel suggested that the Agent badge be mounted in lucite and given upon retirement to a retiree. SA Kittel further suggested that the badge be identified by perforating "Retired" in the badge. A letter, under the signature of Director Hoover, dated 8-12-69, to Mr. Kittel, stated that his suggestion was not adopted since it was decided the anniversary keys now given to our personnel are sufficient recognition of their Bureau service.

By memo dated 5-31-72, M. E. Williams to Mr. Conrad, entitled, "Mounting of Special Agent Badges In Transparent Plastic." The Laboratory Division was requested to comment on enclosing Agent badges in clear plastic which would prevent the badge from being removed without permanent damage or destroyed. The Laboratory Division stated that at that time there was no transparent material available in which a badge could be mounted and not be subsequently removed. A suggestion of the Laboratory Division was to mount a replica of the badge noting that "such a mounting would not incorporate the intrinsic value associated with a mounting incorporating a genuine badge." No further action on this memorandum could be located.

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On 10-17-72, Suggestion 325-73 from Miss Frances E. Dwyer, Albuquerque Division, was submitted suggesting that a duplicate badge be mounted and awarded to SA(s) retiring with a minimum of 25 years service. By letter of then Acting Director L. Patrick Gray III, dated 11-3-72, Miss Dwyer was advised that due to the possibility of loss and/or misapplication of the item in question, her suggestion was not adopted.

By suggestion of SA George A. Zeiss III, Training Division dated 12-1-77, it was recommended that SAs with 35 years service or more be presented their badges upon retirement. By letter dated 12-21-77 under Director Kelley's signature, Mr. Zeiss was advised that similar proposals have been considered in the past and not adopted.

During February, 1979 (exact date unknown), SA John F. Shanley submitted Suggestion #220-79 recommending that upon an Agent's retirement his/her badge be mounted on a display plaque and presented to the Agent. By addenda of the Technical Services Division, dated 3-6-79 and the ASD, dated 3-14-79, it was recommended that this suggestion not be adopted due to cost, security and the breaking of tradition. By letter under Director Webster's signature, dated 3-27-79, Mr. Shanley was advised that favorable action was not being taken on his suggestion.

By memorandum 11-21-80, from [redacted] to Mr. [redacted] captioned "Presentation of Special Agent's Badge Retirement Matter", it was recommended and approved (by Director Webster) that badges not be presented to retiring SAs except for those members retiring from the Executive Conference or for the families of Agents killed in the line of duty.

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On 12-23-81, a memorandum from [redacted] to Mr. [redacted] captioned "Special Agent Badge Policy Re Retired Agents and Deceased Agents" recommended that when an SA who is on the rolls dies from natural causes or in an accident, that a plaque bearing his credentials and Bureau badge be prepared and presented to a surviving family member. In this same memorandum, it was also recommended that when an SA retires from the FBI (with 20 years service and at least 50 years of age) that he be presented with a plaque bearing his credentials and a Bureau badge. (Agents receiving a disability retirement should be handled on a case-by-case basis). By addendum dated 2-1-82, the ASD supported recommendations set forth in referenced memo. All above recommendations were approved by upper management which included E. J. Sharp, (then Deputy Assistant Director, ASD), Oliver B. Revell (then Assistant Director of the ASD) and [redacted]
[redacted]

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Director Webster's note, dated 2-20, on the above-mentioned addendum stated "Bureau tradition re badges is well established. I will reconsider this recommendation in 12 months if you wish to represent it. At that same time we will consider whether badges should go to retirees who elect to retire before mandatory age. I do not have a personal view on this subject."

Suggestion #347-83, from SA [redacted] New Orleans Field Office, dated 9-14-83, suggested that when an Agent retires his/her badge be encased in plastic and awarded to the Agent. The addendum of the ASD dated 10-17-83, indicates that it was recommended and approved that SA [redacted] be given a letter of appreciation and advised that this matter is currently under review and no further action would be taken inasmuch as this matter was already being studied. By letter from L. Clyde Groover, Jr., Assistant Director, ASD, dated 10-20-83, Mr. [redacted] was advised of current policy and that Agent badges have been reissued rather than retired with the Agents due to cost factors and the belief that releasing them would present the potential for misuse.

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As you can see, this matter has been addressed time and time again by way of many suggestions and memorandums. The Bureau's current policy of issuing SA badges has firmly remained consistent over many years.

The current policy regarding the presentation of SA badges dictates that badges are presented to Assistant Directors and those of higher rank who are members of the Executive Conference upon retirement, as well as the next of kin or close relative of those SAs killed in the line of duty.

The standard market cost of SA badges is \$77; however, because the Bureau participates in the DOD Precious Metals Program, we are able to acquire gold at no cost, when available, to subsidize the cost of these badges. When government gold is furnished to our contractor, we are able to purchase these badges at \$57 each. The cost of creating a plaque with an inscription "Retired", placed in lucite or other clear material and mounted on a plaque, would approximate \$50. However, the Special Projects Section, Laboratory Division, advised on 2-25-88 that this could not be performed "in house".

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If the award of Agent badges were to be made to all Agents retiring from service, the following questions should be addressed: 1) At what service length should a retiring Agent be awarded his badge; 2) Should the award of the badge be based on merit or accomplishment during service, and if so who will decide whether he/she is deserving?; What criteria would be used? etc., 3) Who would accept the cost of preparing a presentable plaque? 4) What policy will be put into effect if there is a documented case of misuse? and 5) Due to the fact that many badges have been reissued and the use of numbered badges would be prohibited, what would be an appropriate date to begin this new policy?

2/28/85

On 2/22/85, [] of the Property Procurement and Management Section, provided the following information about #1 and #2 FBI Special Agent badges:

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Badge #1 was assigned to ~~former~~ Director J. Edgar Hoover, and is presently on the Bureau's Tour Route.

Badge #2 was originally assigned to Harold Nathan, Mr. Hoover's first Assistant Director. The badge was presented to Mr. Nathan on his retirement in the mid-1940s, and returned to the Bureau in 1963 after Mr. Nathan's death. The badge was given to L. Patrick Gray when he became Acting Director in 1972; it was returned to the Bureau in 1973 when Mr. Gray resigned. The badge was given to Clarence M. Kelley in July 1973 when he became FBI Director, and was presented to him on his retirement in 1978.

Director William H. Webster has badge #3