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TO INCREASE THE SIZE OF THE EXECUTIVE PROTECTIVE SERVICE

GOVERNMENT

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HEARING BEFORE THE SUBCOMMITTEE ON PUBLIC BUILDINGS AND GROUNDS OF THE COMMITTEE ON PUBLIC WORKS HOUSE OF REPRESENTATIVES

NINETY-THIRD CONGRESS

SECOND SESSION

ON

H.R. 13072

TO INCREASE THE SIZE OF THE EXECUTIVE PROTECTIVE SERVICE

MARCH 21, 1974

Printed for the use of the Committee on Public Works



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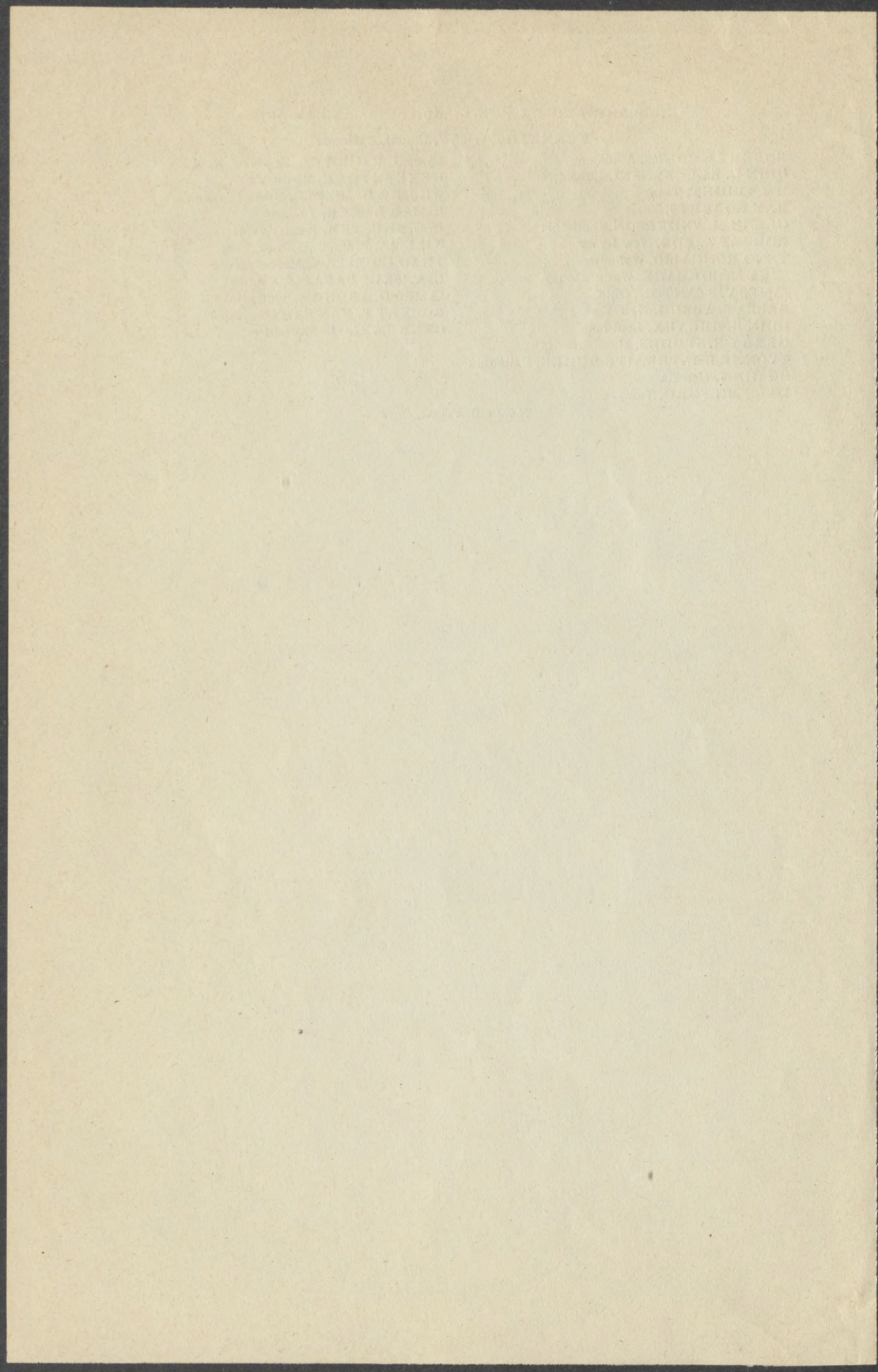
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H.R. 13072

TO INCREASE THE SIZE OF THE EXECUTIVE PROTECTIVE SERVICE

THURSDAY, MARCH 21, 1974

U.S. HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON PUBLIC BUILDINGS AND GROUNDS,
OF THE COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met pursuant to call at 2:50 p.m., in room 2167, Rayburn House Office Building, Hon. Kenneth J. Gray, chairman of the subcommittee, presiding.

Mr. GRAY. The Subcommittee on Public Buildings and Grounds will please come to order.

I would like to thank all the members for coming.

I know it is a busy day. We will try to expedite the hearings as quickly as possible. There are other things, including business on the floor that need attention.

The purpose of the hearing today is to consider H.R. 13072, a proposal to increase the size of the Executive Protective Service from a total of 850 presently to a maximum total of 1,200.

[H.R. 13072 follows:]

(1)

93D CONGRESS
2D SESSION

H. R. 13072

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 27, 1974

Mr. GRAY (by request) introduced the following bill; which was referred to the Committee on Public Works

A BILL

To increase the size of the Executive Protective Service.

- 1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That subsection (a) of section 203 of title 3, United States
4 Code, is amended by striking out "eight hundred and fifty"
5 and inserting in lieu thereof "twelve hundred".

I

Mr. GRAY. We are indeed delighted today to have the very distinguished Director of the U.S. Secret Service, Mr. H. S. Knight.

I see you are accompanied by others.

You may, for the record, tell us who is with you today, and then proceed in your own fashion.

We are delighted to see you, as always, Director.

**STATEMENT OF H. S. KNIGHT, DIRECTOR, U.S. SECRET SERVICE;
ACCOMPANIED BY JAMES CLAUSEN, ACTING ASSISTANT SECRETARY OF THE TREASURY; WILBUR BOGGS, DEPUTY DIRECTOR, SECRET SERVICE; AL LONG, ASSISTANT DIRECTOR FOR ADMINISTRATION, SECRET SERVICE; AND PAUL RUNDLE, ASSISTANT DIRECTOR FOR PROTECTIVE SERVICES, SECRET SERVICE**

Mr. KNIGHT. Thank you, Mr. Chairman. Accompanying me is the Acting Assistant Secretary of the Treasury, Mr. James Clausen.

Also present are Mr. Wilbur Boggs, the Deputy Director of the Secret Service; Mr. Al Long, the Assistant Director for Administration; and Mr. Paul Rundle, Assistant Director for Protective Services.

Mr. GRAY. Mr. Secretary, happy to have you.

Mr. KNIGHT. Mr. Chairman, I am grateful for this opportunity to meet with you and the other members of this subcommittee to discuss the need to increase the limitation on the number of uniformed officers in the Executive Protective Service from 850 to 1,200.

As you know, Public Law 91-217, approved March 19, 1970, changed the name of the White House Police to the Executive Protective Service and added to its responsibilities the protection of foreign diplomatic missions located in the Washington metropolitan area and foreign diplomatic missions located outside the metropolitan area on a case-by-case basis as the President may direct. Public Law 91-217 also increased the size of the force to its current ceiling of 850 members to meet the new responsibilities. The addition of the protection of foreign diplomatic missions to the duties of the force and the increase in its size were in recognition of the obligation of the United States as the host government, under international law and practice, to take reasonable precautions to assure the safety of foreign diplomatic officials and embassies of foreign governments.

The Foreign Missions Division of the Executive Protective Service became operational during 1970. The condition that prompted the establishment of the Foreign Missions Division of the Executive Protective Service was the growing street crime in the Washington, D.C., area, and the political embarrassment resulting when the victim was a member of the Diplomatic Corps. At the time, the Service considered that a force of 850 uniformed officers could fulfill the existing and added responsibility of the protection of foreign diplomatic missions.

Since 1970, the street crime problem has been greatly reduced due to the presence of the Executive Protective Service in the Foreign Missions areas. Today, however, a far more serious threat exists with the emergence of international terrorism as a political weapon.

Our problem has grown from the radically or monetarily motivated acts of criminal violence to the politically motivated acts of highly educated, well-financed, and fanatically dedicated international terrorists. Intelligence indicates that detailed planning and lengthy surveillance precede any action. The strength and deployment of the present Executive Protective Service force was not designed to handle the prevention of politically motivated terrorists' acts. In fact, the authorized number of Executive Protective Service uniformed officers has remained constant since its inception in 1970.

The multitude of worldwide terrorists' incidents has created increased demands for police services by foreign governments. Within a year after establishment of the Executive Protective Service, requests for protective service had risen so rapidly that it was not possible to fulfill the demands without working the force on an overtime basis. The trend in the requests for additional services has continued to grow. From 1971 to 1973 requests from the State Department for these protective services have increased as follows: Fixed posts, 72 to 168; Blair House details, 8 to 14; short beats, 9 to 24; special protective attention, 92 to 171; and diplomatic receptions, 132 to 427. If the requests for police services from foreign governments are not honored, there is always the possibility that other countries will lessen the protective coverage afforded our diplomatic personnel and missions abroad.

In addition to the growing number of requests for additional coverage in the Washington area, other events outside the metropolitan area have further diluted the operating effectiveness of the current force. A detail of 40 officers has been sent each year to New York to provide security for the annual session of the United Nations General Assembly. The General Assembly is normally in session from mid-September through the end of December. With the outbreak of hostilities in the Mideast, a detail of 18 officers was ordered back to New York, for an indefinite period of time, to provide security at Arab and Israeli missions. In addition, their missions in the Washington metropolitan area have received intensified coverage.

In order to meet these demands, maximum overtime has been utilized. Even with overtime, the total umbrella of protective coverage afforded foreign diplomatic missions in the Washington metropolitan area has been weakened. The diplomatic community is extremely vulnerable. There have been instances where coverage had to be reduced at a particular location and diverted even though hard intelligence indicated that coverage should be continued.

The extra days and long hours worked by the Executive Protective Service officers, under these stress conditions, causes fatigue which has affected the operating efficiency of the force and has resulted in increased use of sick leave. This has further reduced the number of officers available for deployment. In order to compensate, the Executive Protective Service has depleted its reserve response force that was initially set up to be immediately available to handle emergency situations, such as, the British Embassy letter bomb incident of September 7, 1973.

In addition, in order to maintain the highest number of officers available for day-to-day operations, it has been necessary to severely curtail our training program. This curtailment has reached the point where the operating proficiency of the overall Executive Protective Service force is in jeopardy. Continued curtailment could be disastrous.

The extra days and long hours resulting from the increased demands for services is beginning to adversely affect morale. A measure of the morale problem is reflected in our increased turnover rate. This further impacts our overall ability to respond.

In conclusion, the number of Executive Protective Service officers currently authorized was never intended to handle the prevention of politically motivated terrorists' acts. The increasing number of these incidents are generating an increasing number of requests for police

services. The outlook for the future is that the trend in the number of politically motivated acts of terrorism has not yet reached its peak. The present force of uniformed officers is having difficulty responding to the number of requests for services generated at the current level of terrorist activities. In fact, the Executive Protective Service has only been able to respond through the use of overtime, extra workdays, and curtailment of necessary training.

This method of response can only be used as a temporary measure without adversely affecting the operating efficiency of the organization. There are signs, such as high turnover and the use of inordinate amounts of sick leave, that indicate that this temporary measure should be discontinued.

In order to avoid a potential disaster, the only viable solution is the expansion of the present force.

I shall be glad to answer any questions you may have, Mr. Chairman.

Mr. GRAY. Thank you, Director, for a very fine statement.

Summarizing, then, you would say that the politically motivated crimes have changed the whole concept of your police work in the Executive Protective Service.

Mr. KNIGHT. That is correct, Mr. Chairman.

It is a situation which has arisen in the last year or two which was not predictable when we were before this committee before.

Mr. GRAY. Out of the 350 additional men that you are asking for, what percentage of those will be used in the Embassy protective work?

Mr. KNIGHT. Well, we are actually asking you to raise the authorization from 850 to 1,200.

We are asking the Appropriations Committee at this time for about 180 and all of those men would be used in the foreign diplomatic mission areas.

Mr. GRAY. It would all be in the Embassy work?

Mr. KNIGHT. Yes, sir.

Mr. GRAY. What will be the total cost this fiscal year for an additional 180 men?

Mr. KNIGHT. Well, for fiscal year 1975 on an annual basis, it would be about \$1.2 million, I believe.

Mr. GRAY. That would leave 170 to be funded later, would it not?

Mr. KNIGHT. Yes, sir, if the need arises.

Mr. GRAY. Approximately an equal amount.

The total cost of 300 men if all were utilized would be what, about \$2.2 million?

Mr. LONG. About \$2.2 million.

Mr. GRAY. Well, that sounds more like it.

Do you anticipate that all the 350 would be needed if the ceiling is raised to a maximum of 1,200?

Mr. KNIGHT. Not immediately. We have asked for an increase from 850 to 1,200 for your convenience and ours in the event that we do need any additional people in the future, we will not have to come back to this committee. We are only asking for 180 through the appropriations process now.

Mr. GRAY. Is the \$1.2 million for the increase in the President's budget that is being requested now before the Appropriations Committee?

Mr. KNIGHT. Yes, sir.

Mr. GRAY. Have you had any hearings or do you know the disposition of this?

Mr. KNIGHT. We have had our hearings just this morning, sir.

Mr. GRAY. Any indication at all as to whether they would look with favor upon this request?

Mr. KNIGHT. There was no indication, but I have a general satisfactory feeling.

Mr. GRAY. I notice in your testimony that you stated a large number of Embassies and foreign governments had requested additional manpower and you have been unable to meet all those demands.

I realize this could be difficult to answer but what percentage of the requests for manpower would you say you have had to turn down?

Mr. KNIGHT. Well, I think it might be illuminating if I could explain what occurs.

Mr. Chairman, they make their requests through the State Department who then, in turn, pass that information on to us.

We respond immediately to every request and then upon evaluation determine whether or not it needs to be continued.

Now, sometimes there is a difference of opinion between what they feel they need and what we feel they need in terms of availability, so many times we have discontinued this protection prior to their desires being fulfilled.

Mr. GRAY. I'm talking about the calendar year 1973 and let us take a hypothetical figure and say you had 400 requests.

What percentage of those requests have you been able to grant?

I am trying to figure out the areas where you feel you have had insecurity because you have not had the manpower.

Would you guess as to the percentage of requests you have denied because you did not have the bodies?

Mr. KNIGHT. Mr. Rundle, who works with us on a day-to-day basis advises me it would be in the area of 25 to 30 percent. That is where we have not been able to fill their requests.

Mr. GRAY. With your intelligence, do you feel this has left a gap in the security for those particular foreign governments that requested additional police protection?

Mr. KNIGHT. I guess so, that would be true.

But I would also point out one other factor in this equation and that is the ability of this country to respond to requests from foreign governments and the ability of the foreign government in their country to respond to requests from the United States to afford our missions abroad protection.

Mr. GRAY. I was going to ask that, if you have tried to match one for one, their needs with ours?

If you get a request from the Embassy because they have seen a strange character or strange phone call, do you call the State Department and ask what type of reciprocal police protection we are getting, let us say, in Rome or their country?

Mr. KNIGHT. No, sir; we make no evaluation of that.

Mr. GRAY. I misunderstood you, then.

There could be recriminations on their part if we fail to provide the protection.

Mr. KNIGHT. There is a reciprocity involved.

Mr. GRAY. But each individual request is not based on whether that particular Embassy has had a quota and they are exceeding their quota on the number of men we can logically assign to them.

Mr. KNIGHT. No, sir.

Mr. GRAY. You say that the 180 men now would be adequate for present-day needs and you want the other as a maximum, as a ceiling, in case the requirements should increase over the next few years.

Mr. KNIGHT. For the next few years; yes, sir.

Mr. GRAY. You do not feel we should give you the 180 now and then come back and justify the additional manpower if required?

I am not being critical but this committee was the author of the original Protective Services legislation, but when we get on the House floor we have a different problem.

We will have a lot of people asking us searching questions.

We had a member on my Subcommittee on House Administration and I happen to be the chairman of the Subcommittee on Police and he requested a complete analysis of the Capitol Police Force, and how it relates to the Metropolitan Police Force, how it relates to the Protective Service, and why it cannot be cut back.

I am sure anytime we bring out an increased authorization we are going to have, and rightly so, Members asking questions. If you do not need 350 now, and there is only 180 in the President's budget, why are we asking for 350?

I understand the administrative problems if you need an extra person over that 180 of waiting a year or so for authorization to come back and we want to be reasonable in that respect.

Do you have any projections at all as to whether you think future requirements in the foreseeable future are going to require in excess of the 180?

If it is, then, of course, naturally the 180 ceiling would not be practical.

Mr. KNIGHT. I think the difficulty we face in predicting what the future will hold, the immediate future for the long-term run right now we feel that with the 180 additional officers we can handle the responsibility the way it should be handled as far as we can see ahead, but given the way the situation changes we are not at all convinced that it should be forever cast in bronze that 180 is all we are ever going to need.

For that reason, we thought we would ask for the increase in statutory limitation to 1,200, and then if we have additional need, we would have to, as you know, go to our Appropriations Committee to get authorization to put additional officers on the payroll.

Mr. GRAY. Without divulging any of your secrets and there are some things we would not want the general public to know, but without divulging any secrets, Mr. Director, are you asking for any additional money for equipment?

I am not bringing this out to embarrass you in any way, but it will be raised on the floor if this bill comes up.

We have the recent situation where the helicopter pilot invaded the air space of the White House and also the fellow that was shot over at the Baltimore airport, and whose objective was to dive a plane into the White House.

Are you looking not only at bodies but looking at more sophisticated equipment, detection devices, and other methods of protecting this great historical house, the White House?

Mr. KNIGHT. I can appreciate the chairman's concern about being very specific, but I can assure you that we have had a number of meetings with the Federal Aviation Administration, with the Military District of Washington, the Metropolitan Police and Park Police and we are taking measures predicated on the incidents that you mentioned.

Mr. GRAY. I did see on one of the evening television programs just a few weeks ago where one of your guards was standing out with a bazooka-type gun on the White House lawn and said that we could use this, and it is a heat seeking device and I was wondering whether that was put out by the Secret Service to let everybody know that you were considering more sophisticated equipment or just what was happening in that field, because as a helicopter pilot myself, I know when a guy can come over and hover at 50 feet and then has to go back and get somebody to chase him to get a little publicity, we have a great lack of security somewhere.

I just wondered what you were doing in that field.

We could have a whole yard of men looking at the sky and it is not going to stop an airliner from crashing into the White House or helicopter from hovering and dropping out some explosives.

I think we ought to spread on the record, at least, some indication, Mr. Director, as to what the Secret Service is doing, either in the area of air surveillance even before they get close to the White House or some type of action that would prevent this kind of thing from happening.

Director, the American people, I think, are concerned.

Let me interrupt myself, please.

We are having a final vote on the floor.

If we hear the second bell we will, with your kind permission, have to recess for 10 or 15 minutes to go over and vote.

Mr. JONES. Mr. Chairman, before we recess, you have a public building prospectus for Columbia, S.C., a feasibility study for location of a Federal building in San Pedro, Calif., also.

I ask unanimous consent at this time that those two items be carried over to the next executive session.

Mr. GRAY. Do I hear objection?

We have our distinguished friend from California, who has been waiting since December on the San Pedro feasibility study.

Mr. ANDERSON. To when, Mr. Jones?

Mr. JONES. I asked unanimous consent that the project for Columbia, S.C., be passed over without prejudice to the next executive session, and also that the San Pedro, Calif., feasibility study also be passed over.

Mr. GRAY. Is there objection?

Mr. BAKER. Mr. Chairman, I reserve the right to object.

Mr. GRAY. The gentleman reserves the right to object.

Mr. ANDERSON. I would hope that we could consider the one in California.

Mr. GRAY. Is there any objection that the South Carolina facility be put over until later?

Mr. JONES. As far as I am concerned, I have not examined the prospectus, but I want an opportunity to look it over, because it is a facility of considerable proportions and I would just like to look them over before I come into an executive session.

Mr. GRAY. The gentleman from Alabama raises a very valid point and I apologize.

However, we have had so many meetings and everyone is so busy we put this bill on today at the request of the ranking minority member, Mr. Harsha, and we thought that since we were accommodating the hearing here, it would be better to go ahead and dispose of these two other projects.

The one the gentleman refers to is in South Carolina in the district of our distinguished colleague, Mr. Dorn of South Carolina, and it has always at least been my intention to try to accommodate members of our own committee and both of these projects are projects of members of our committee.

Without objection the South Carolina project will be put over and with unanimous consent we will consider the California project immediately upon the conclusion of the hearing.

Mr. ANDERSON. When will we come back into session?

Mr. GRAY. When we come back from voting on this bill this afternoon.

With that, Mr. Director, I hate to interrupt, but the members do need to vote.

It is a Peace Corps authorization bill. The subcommittee will stand in recess for 15 minutes.

[Brief recess.]

Mr. GRAY. The subcommittee will please come to order.

I thank all of you for your patience.

At least the House has adjourned for the day, so we should be able to complete without any more interruptions.

Mr. Director, at the time of our short recess, I had asked you a question as to what the Secret Service was doing to try to provide more security in the airspace over the White House and the corridor that is restricted.

Could you elaborate as much as possible without divulging any secret information?

Mr. KNIGHT. Yes, sir, and I should indicate as the chairman indicated, that he saw a photo with a bazooka-like instrument, and there was conjecture in the newspaper about a "red eye" missile.

We should go on the record and say that the Secret Service does not have "red eye" missiles or heat seeking missiles as part of its armament at the White House.

Mr. GRAY. A heat seeking device does not know the difference between friend or foe when blowing up an aircraft.

So you are not contemplating that type of air security, are you?

Mr. KNIGHT. That is correct.

Mr. GRAY. I wanted to lay that on the record because I am sure we will be asked that question on the floor.

Are there any questions at all of our very distinguished witness, the Chief of the Secret Service?

Ms. ABZUG. I would like to ask one question.

Mr. GRAY. The gentlelady from New York, Ms. Abzug.

Ms. ABZUG. I wonder if you could tell us under what authority you are presently assigning and sending men to other areas outside of the Washington area?

Mr. KNIGHT. The legislation provides for the President to direct us to do that on a case-by-case basis, and as I testified, we have had men in New York City during those times when the United Nations has been in session. Then we do have men there on a continuing basis at the present time, because of the Arab-Israeli conflict.

Ms. ABZUG. The question that I have about that is, in talking about that particular area on a regular basis, because of many of the things that you refer to in your testimony, we have, from time to time, on a regular ordinary day, had to increase the operations of our New York Police Force by as much as 80 and 200 men in 1 day. I am not speaking of the special events which take place at the United Nations for which we have gotten some assistance from time to time.

It would seem to me if we are talking about increasing the number as you requested here from 850 to 1,200, we ought also to deal with the areas that we know are problem areas. What I had in mind would be to deal with your problem on the actual basis of your problem by providing in one of these sections that we send members of the Executive Protective Service to foreign diplomatic missions, including consulates located in the United States, its territories and possessions.

Mr. KNIGHT. We have responded in the past to that same question.

I think the dollar figures and the manpower that we are contemplating now would be of such magnitude it would be appalling.

We are not favorably disposed, I should be frank, Ms. Abzug, to sending police officers to New York for several reasons, one of which there is a great diversity in pay between what we pay our officers and what New York City pays its police officers, and we could not compete for them in the recruitment area.

They have also a much more attractive retirement system than our officers do and that would be a further barrier to recruitment in that area.

Then, there is always some question about the legality of what authority our police officers have in New York City, in New York State.

It is a problem of some magnitude, I can assure you.

I am not unsympathetic to your problems and needs, but I'm not sure the Executive Protective Service is the right vehicle to accomplish your needs.

Ms. ABZUG. We are talking only about the protective service for the consulates located in the United States.

It provides for diplomatic missions located in the metropolitan area of the District of Columbia and foreign diplomatic missions located in the United States.

Now, you have come in here asking for an increase and testifying with respect to the problems and the burdens that have been placed upon the Executive Protective Service.

One of the illustrations that has been used has been the need for protection of consulates and missions in New York. Therefore I thought that would be very consistent with your request for an increase because, otherwise, what would be the basis of your requesting an increase in the number of your force?

Mr. KNIGHT. What we originally constructed for and what we consider our primary mission is the foreign diplomatic missions in the Metropolitan Washington area.

Now, we have been able to accommodate on a limited basis, sending people to New York by canceling days off, working overtime, but that seems to me a short-range solution to a long-range problem.

Ms. ABZUG. I agree with you and I want to give you a long-range solution to a long-range problem.

I think it is perfectly legitimate. It answers exactly the questions that you raised in your statement. You have been providing this protection with a great burden on your limited force.

Now you are coming in here and you are saying that we should have an increase in the force from 850 to 1,200, and you use as justification for this increase the very thing I am addressing myself to. So I am suggesting that we really are in accord. In order to standardize the procedures and not make it a helter-skelter thing which creates the burdens you indicated here, we would be increasing the force and also changing the definition.

I suggest we extend the definition so that it would include the use of the Executive Protective Service not only for diplomatic missions in the metropolitan area, but also for foreign diplomatic missions, including consulates, located in the United States, its territories and possessions.

You still have to send them or not send them, but at least it gives you the authority to do so.

Mr. KNIGHT. Still at the direction of the President on a case-by-case basis.

I would find no problem with that, Ms. Abzug.

We really have not changed the definition.

I would point out that there are about 1,300 such installations throughout this country and one wonders if you start someplace, where you are going to stop and I do not know if this committee wants to be part of an operation which is going to create a very, very sizable law enforcement.

Ms. ABZUG. Well, we are only going to create it to the degree, if we agree with your proposal, to the degree that we increase the authorization from 850 to 1,200.

Mr. GRAY. Any other questions or comments from our very distinguished witnesses?

I recognize the gentleman from Ohio, the ranking member of the committee on the minority side.

Mr. HARSHA. Thank you, Mr. Chairman.

First, I want to extend to you my deep appreciation for your help and assistance in holding this subcommittee meeting and to the distinguished gentleman from Alabama, for his cooperation and help in this matter.

We are faced with a time element here.

The Appropriations Committee has met and reported it and wants to report on the first of the month. Any increase for any funds in that for personnel over the authorized limit is subject to a point of order. That is why there is some urgency about this legislation.

I want to ask the Director, Mr. Knight, about this question of reciprocity.

As I understand it, some foreign governments have indicated that if more adequate protection is not afforded to their diplomatic surroundings here, they may, in turn, relinquish some of their support of our Embassies in their countries.

Is that correct?

Mr. KNIGHT. Well, not precisely, but what they do point out to us is the degree and quantity of protection that they are now affording which they claim we are not matching and I recall Assistant Secretary Clausen at a meeting just a few days ago before a congressional

committee, mentioning in front of the U.S. Embassy in Paris, literally a busload of officers in front of that installation, on a 24-hour-a-day basis.

Mr. HARSHA. That is all I have, Mr. Chairman.

Mr. GRAY. Any other comments or questions?

If not, that concludes our open and public hearings on the bill H.R. 13072.

We want to thank all of you for coming.

We will go immediately into executive session, however, the meeting is still open.

You are certainly welcome to stay if you care to.

With that, the hearings have been concluded.

[Whereupon, at 3:55 p.m., the subcommittee proceeded into executive session.]



