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A STUDY OF THE OFFICE OF LAW ENFORCEMENT COORDINATION

U.S. TREASURY DEPARTMENT

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This study deals with the origin, development, authority, organization and operation of the Office of Law Enforcement Coordination.¹ It has the responsibility of the coordination of law enforcement activities among the seven Treasury enforcement agencies. These seven Treasury enforcement agencies are: (1) the U.S. Secret Service; (2) the Bureau of Narcotics, (3) the Bureau of Customs; (4) the Intelligence, (5) Inspection; (6) and Alcohol and Tobacco Tax Divisions of the Internal Revenue Service; and (7) the Intelligence Division of the U.S. Coast Guard.

It is the expressed purpose of this study to: (1) survey the literature on the Office of Law Enforcement Coordination; and (2) provide a reference work for the use of both students and practitioners of public administration and police administration. It is interesting to note that the Office is twenty-eight years old and this study is the first monograph to be written on the subject.

BRIEF HISTORY OF THE OFFICE

According to documented evidence, Mr. Harold N. Graves was the Chief Coordinator serving under the Secretary of the Treasury, Mr. Henry Morgenthau, Jr.² It is most interesting to learn, however, that Mr. Graves was not, in fact, the Coordinator. Incidental to a personal interview with Mr. Graves, it was learned that his title was never Coordinator, but Assistant to the Secretary; that during the period from 1934 to 1936 he worked exclusively with the Treasury enforcement agencies;

¹ U. S. Congress, House, Committee on Appropriations, **TREASURY-POST OFFICE DEPARTMENTS APPROPRIATIONS FOR 1962**, Hearings before the Subcommittee, 87th Congress, 1st Session, February 16, 1961 (Washington: Government Printing Office, 1961).

² Memorandum bearing the initials, H. M. D., discussing the Coordination Program, how it began, etc., dated May 11, 1945. From the Files of the Office of Law Enforcement Coordination.

that the first Coordinator, *ex officio*, was Admiral Hamlet, Commandant, U.S. Coast Guard; and that the emphasis was on smuggling activities of liquor into this country.

Mr. Graves stated that the sole reason for Mr. Morgenthau creating the Office was to absorb the residue of the prohibition agents in the Department of Justice. The passage of the 21st Amendment to the U.S. Constitution—Repeal of Prohibition, February 20, 1933—created a condition which required that some method be developed to get the various Treasury enforcement agencies pulling together; that the impact of the Treasury Department inheriting the residue of the prohibition functions in 1933 had ramifications which involved the absorption of the prohibition agents and how to enforce the liquor laws in a new way.³

In the summer of 1934, Secretary Morgenthau directed that a concerted drive be made against liquor smuggling which had quieted down a few months after repeal, but soon revived in a menacing volume. Past experience demonstrated that success could not be achieved without utilizing the combined facilities of all the Treasury agencies. The Secretary further directed that a program be formulated which would function under the direction of a committee composed of the heads and assistant heads of the enforcement agencies in Washington. In a letter addressed to the various officers concerned, Mr. Morgenthau stated:

“The object is to make the most efficient possible use of the facilities of the various branches of the Treasury Department, with a view to putting an end to the illegal importation of intoxicating liquors and narcotics at the earliest possible date, and in carrying out this assignment you will be expected to take such steps as you may

³ Interview with Harold N. Graves, former Assistant to the Secretary of Treasury, October 29, 1961.

find necessary to accomplish this object, using all resources which may be available to the Coast Guard, the Customs Service, the Alcohol Tax Unit of the Bureau of Internal Revenue, the Bureau of Narcotics, and the Secret Service."⁴

On April 21, 1936, Secretary Morgenthau issued an instruction extending the scope of the coordination system to include all criminal investigations of whatever character for which the Treasury Department is responsible which required or appeared to require cooperation of other agencies of the Treasury, or other Federal, police, or foreign investigative agencies.⁵

On December 7, 1941, the Office was responsible for coordinating all Treasury investigative resources, which enable Foreign Funds Control to supervise enemy owned property.

The Office was later given character investigations in the Treasury (October, 1942). This responsibility entailed a detail of 100 to 150 investigators, who handled between 10,000 and 15,000 investigations annually. On July 1, 1946, after having this duty for 3½ years, the Office was instrumental in decentralizing the responsibility to the various Treasury investigative agencies.⁶

The present procedure regarding character investigations of Treasury personnel is still based on the decentralized theory. Therefore, all Treasury personnel requiring full field character investigations are investigated by one of the various Treasury investigative agencies. Contrary to public thought, these investigations are not conducted by the Federal Bureau of Investigation.

During World War II the Coordinator and District Coordinators found themselves with new assignments. They served as a channel and clearing house for the securing, assignment, and supervision of investigative personnel. These investigators were employed in areas where special needs arose

⁴ Memorandum, bearing initials H. M. D., discussing the Coordination Program, how it began, etc., dated May 11, 1945, *Loc. cit.*

⁵ Henry Morgenthau, Jr., Secretary of the Treasury, Memorandum to Commissioner of Internal Revenue; Commandant, Coast Guard; Commissioner of Customs; Commissioner of Narcotics; and Chief, Secret Service Division, dated April 21, 1936. Opening paragraph reads: "A number of instances have recently come to my attention of the failure of the several enforcement agencies of the Treasury to cooperate properly with organizations outside the Treasury Department with regard to matters where full coordination and cooperation were essential to success."

⁶ Elmer Irely, Office of Chief Coordinator, Treasury Department, Letter to Secretary of Treasury Snyder, July 11, 1946. From the files of the Office of Law Enforcement Coordination.

in one or more of the Treasury organizations, not equipped with an investigative staff, requiring an immediate employment of man power in investigative work.

Including Arnold Sagalyn, the current Director of Treasury Law Enforcement Coordination, there have been nine men to hold the post of Coordinator. The other men are: Harold N. Graves; Elmer L. Irely; Frank J. Wilson; Melachi Lawrence Harney; James J. Maloney; John D. Lathem; Myles J. Ambrose; and Fred J. Douglas.

OBJECTIVES OF THE OFFICE

On June 20, 1961, Mr. Sagalyn communicated with the Secretary of the Treasury, Mr. Dillion, formally setting forth the objectives of the Office. This memorandum stated that the Office is the designated place where all aspects of Treasury enforcement policy and requirements are coordinated, reviewed, and appraised to assure that the seven enforcement agencies are meeting Treasury objectives; that it is the place where the interests and special problems of all the enforcement agencies could be given proper recognition and attention; and that participation in the initial stages of policy decisions, having law enforcement implications, is an objective of the Office.

Areas having law enforcement implications include: (1) proposed changes in law or regulations which affect existing enforcement responsibilities, practices or personnel; (2) use of Treasury enforcement personnel for any new or non-Treasury function; and (3) any problems which involved the functions or effectiveness of the seven Treasury enforcement agencies.

The major areas of activity of the Office include:

"1. Formulates, for consideration of the Secretary, basic law enforcement policy and programs which will effectively meet the Treasury Department's national and international law enforcement responsibilities.

2. Represents the Office of the Secretary in operating aspects of all Treasury enforcement activities, and keeps the responsible officials in the Treasury advised on all matters requiring their attention.

3. Responsible for the coordination of Treasury law enforcement activities; and assures the effective and harmonious execution of Treasury policy.

4. Appraises the performance of Treasury enforcement agencies with respect to over-all effi-

ciency, effectiveness, and integrity, and reports on same periodically to the responsible official concerned.

5. Directs the Treasury enforcement training.

6. Gives leadership to studies aimed at improving crime suppression activities and control and reducing the cost of enforcement operations, and the research and development of scientific and technical enforcement aids.

7. Maintains liaison for the Office of the Secretary with other Federal law enforcement agencies and international law enforcement agencies, including the Federal Bureau of Investigation, Department of Justice, State Department, Post Office Department, and national police officials of other countries on all major law enforcement problems.

8. Represents the Treasury on interdepartmental committees concerned with law enforcement.

9. Acts as the United States representative with the International Criminal Police Organization (Interpol), representing the United States position on methods and procedures for combating crimes of an international nature and serving as Interpol liaison in the United States with Federal, State, County, and municipal law enforcement agencies.

10. Advises and provides guidance on proposed and pending legislation affecting the Treasury law enforcement agencies and enforcement personnel."⁷

At this juncture it should be made clear that the Coordinator is not restricted solely to law enforcement matters in the Treasury Department. He is given numerous assignments in the national security field. The Coordinator,⁸ as well as the former Coordinator,⁹ serves as the Treasury Department representative on the Interdepartmental Committee on Internal Security (I.C.I.S.), which is a

⁷ Arnold Sagalyn, Memorandum to Secretary Dillon, Under-Secretary Fowler, and Assistant Secretary Flues. Subject: Functions of Office of Law Enforcement Coordination, dated June 20, 1961.

⁸ Interviews with Fred Douglas, Deputy Director, Law Enforcement Coordination, Treasury Department, Washington, D.C., October, 1961 through January, 1962.

⁹ Myles J. Ambrose, Executive Director of Waterfront Commission of New York Harbor and former Assistant to the Secretary for Law Enforcement, Treasury Department, Personal Letter dated December 7, 1961. Caveat: Mr. Ambrose's observations, re major suggestions concerning changes in operational aspect of the Office, were given at random and without too much consideration as to the consequences.

Committee of the National Security Council. The Director is also on the Port Security Committee which is also a member of the National Security Council. The Coordinator is concerned with the coordination of his work, in this area, with the Secretary and Under Secretary, since the Secretary participates in other N.S.C. matters. Further development of this area is not attempted by this study because the topic deals with classified matters.

M. J. Ambrose and Harry Neal¹⁰ were contacted incidental to this study, and it is interesting to note the degree of agreement they have concerning the role of the Office. Based on their experiences, they feel that the Office should assume a stronger and more active role in the law enforcement processes of the Treasury.

The Administration's Position. The important question of what is the Administration's position must always be considered when formulating objectives in any top position in the executive branch of government. It is easily seen that the role of the Coordinator, by its very position within the national law enforcement functions, is greatly conditioned by the climate generated by the Administration. The current Administration is most active in the area of national crime suppression,¹¹ and this singular factor definitely conditions the role of the Coordinator and the objectives of the Office.

AUTHORITY OF THE OFFICE

The Office is without statutory power. It is a creature of the Secretary of the Treasury and has remained such throughout the last twenty-eight years. To improve the Treasury's police work, Secretary of the Treasury, Henry Morgenthau, Jr., in August 1935, established the Committee for the Coordination of Treasury Law Enforcement Activities:

"By bringing together activities which had previously functioned independently of each other, Morgenthau and Graves were able to organize integrated offensives, first against smugglers and bootleggers, and then against international and domestic narcotic rings."¹²

The fact that this Office is without statutory

¹⁰ Harry Edward Neal, former Assistant Chief, U.S. Secret Service, Personal Letter dated October 31, 1961.

¹¹ "Blows at Crime Told President," WASHINGTON POST, January 2, 1962.

¹² JOHN MORTON BLUM, FROM THE MORGENTHAU DIARIES: YEARS OF CRISIS 1928-1938 (Cambridge: The Riverside Press; Boston: Houghton Mifflin Company, 1959), p. 95.

power did not nor does not distract from its effectiveness. The only backing it has is that which is provided by the Secretary of the Treasury. If the Secretary does not support the Office, then the Office might as well go out of business—it becomes helpless. Needless to say, Secretary Morgenthau was a staunch supporter of the Office and saw to it that its recommendations were implemented.¹³

On April 21, 1936, Secretary Morgenthau issued instructions extending the scope of the coordination system to include all criminal investigations of whatever character for which the Treasury is responsible which require or appear to require co-operation of other agencies of the Treasury, or other Federal, police, or foreign investigative agencies.¹⁴

In May 1942, Secretary of the Treasury approved a memorandum of Mr. Gaston, Assistant Secretary, to Elmer Irey, Chief Coordinator, giving authority to the Office:

"In the performance of your duties as Chief Coordinator . . . , it is requested that you make arrangements in important cases within any and all of the agencies included in your coordination activities; that you advise with the heads of these agencies as to the administration of their organizations and with respect to the personnel thereof; that you review and approve or disapprove recommendations for changes in administrative personnel of such agencies, and that you perform such duties in the interest of coordination as may in your judgment be necessary.

"It is further desired that you discuss with me from time to time such of these matters as may be appropriate."¹⁵

Mr. Ambrose is of the opinion that much of Mr. Irey's success during his tenure was based on his authority; that his suggestions, because of his authority, were carefully considered; and that the want of this *carte blanche* to Mr. Irey's successors, has sometimes created a condition in contrast to Mr. Irey's successful tenure.¹⁶

OFFICE OF LAW ENFORCEMENT COORDINATION

The Central Problem. The central or major problem in coordination of the various Treasury en-

forcement agencies is "personalities."¹⁷ Coordination is a job of getting people to work smoothly and effectively toward common goals which makes the interplay of the human factor very important. The role of the Coordinator is conditioned by the particular personalities with whom he must work. His sphere of operation requires him to have access to and communicate with a host of governmental officials, as well as international governmental officials. His communication processes involve a combination of upward, downward, and outward exchange of information. This highly complex and continuous communication process can not be adequately expressed in a single organization chart.

Therefore, when discussing the place in the hierarchy, it is unwise to neglect the phenomenon of informal organization.¹⁸ It is not what is on the organization chart which is important, but what is in the blank areas. "Personal relationships are far more important than lines of authority."¹⁹

Administrative leadership by the Office is a paramount consideration. Coordination, as it applies by the Treasury, often requires the acceptance of objectives which are inconsistent, if not in conflict, with the immediate personal values of various Treasury enforcement agencies. One must not lose sight of the fact that the primary mission of the Treasury Department is not law enforcement; therefore, it takes utmost skill on the part of the Coordinator to keep everyone oriented in the right perspective in regards to overall Treasury operations and its inter-relationship with other departments and agencies of the government.

Its Composition. The Office is placed in the Treasury Department's formal hierarchy as depicted in Figures 1 and 2.²⁰

The Office has a staff of four positions. These positions include the Director, Deputy Director, Administrative Assistant and Secretary.²¹ The performance requirements of these four positions

¹⁷ Interview with Arnold Sagalyn, Director, Law Enforcement Coordination, Treasury Department, Washington, D.C., January 4, 1962.

¹⁸ CATHERYN SECKLER-HUDSON, *ORGANIZATION AND MANAGEMENT: THEORY AND PRACTICE* (Third printing; Washington: The American University Press, 1961) p. 119; JOHN M. PFEFFNER and ROBERT V. PRESTHUS, *PUBLIC ADMINISTRATION* (Fourth printing; New York: The Ronald Press Company, 1960), p. 146.

¹⁹ Myles J. Ambrose, Personal Letter dated December 7, 1961, *loc. cit.*

²⁰ Organization Chart of the Department of the Treasury, dated December 1, 1961, Washington, D.C. and U.S. Treasury Department Law Enforcement Responsibilities (Federal-Criminal), dated January 1962, Washington, D.C.

²¹ Interviews, Fred Douglas, *loc. cit.*

¹³ Interview, Graves, *loc. cit.*

¹⁴ Henry Morgenthau, Jr., Memorandum, *loc. cit.*

¹⁵ Elmer Irey, Office of Chief Coordinator, Treasury Department, Letter to Secretary of the Treasury Mr. Morgenthau, dated May 29, 1945. From the files of the Office of Law Enforcement Coordination, Treasury Department, Washington, D.C.

¹⁶ Myles J. Ambrose, Personal Letter dated December 7, 1961, *loc. cit.*

December 1, 1961

•ORGANIZATION OF THE DEPARTMENT OF THE TREASURY•

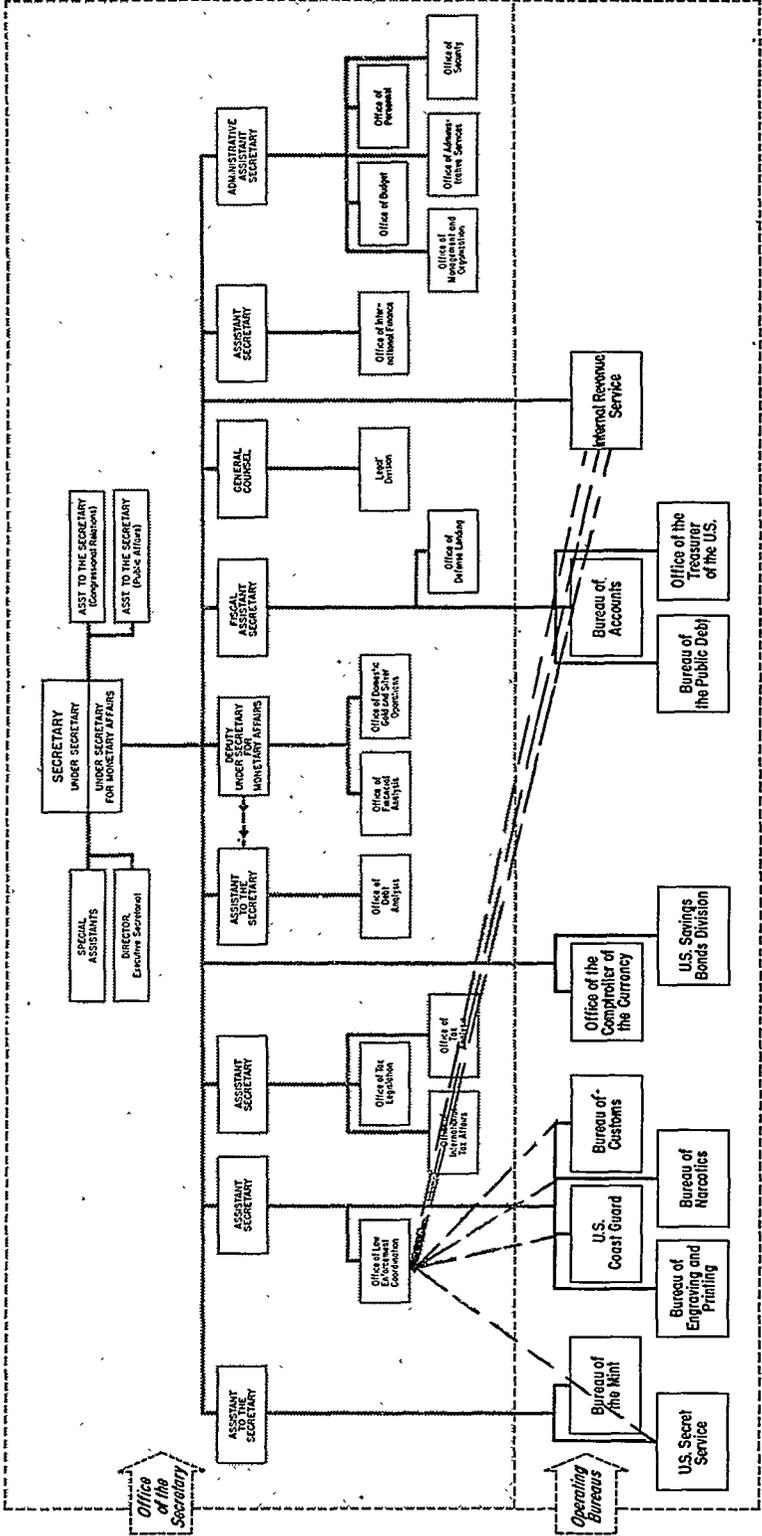


FIGURE 1

United States Treasury Department
LAW ENFORCEMENT RESPONSIBILITIES (Federal-Criminal)

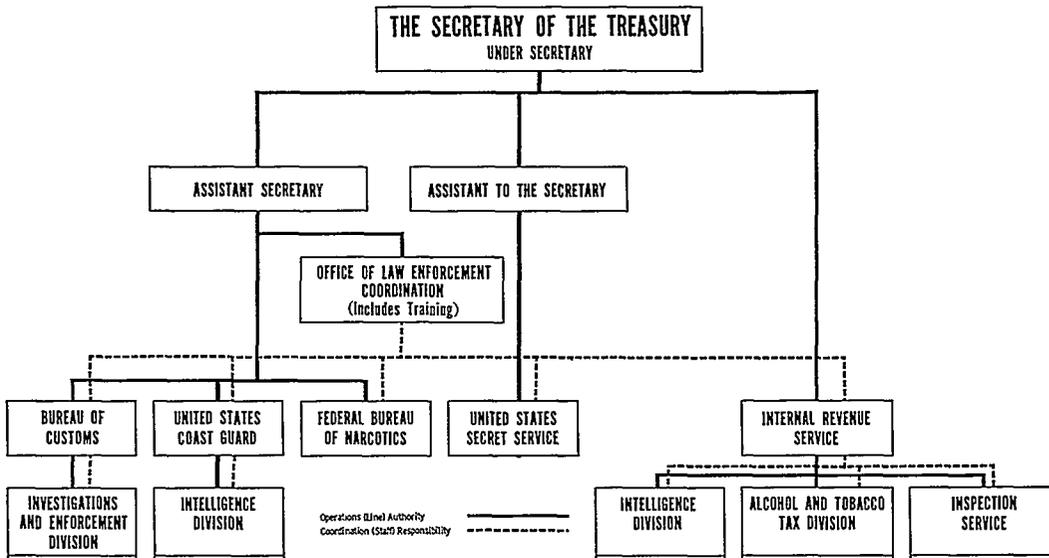


FIGURE 2

embrace the general areas attributed to staff positions.

ITS ROLE IN THE SUPPRESSION OF THE NATIONAL CRIME PROBLEM

The mere composition of the membership of the Treasury Department Enforcement Board, under the Chairmanship of the Coordinator, can not help but impart the importance of the Board. The members of this Board include: (1) Administrative Assistant Secretary of the Treasury; (2) Commissioner, Bureau of Narcotics; (3) Chief, U.S. Secret Service; (4) Director, Alcohol and Tobacco Tax Division, I.R.S.; (5) Deputy Commissioner (Investigation), Bureau of Customs; (6) Director, Intelligence Division, I.R.S.; (7) Director, Internal Security Division (Inspection), I.R.S.; and (8) Chief, Intelligence Division, U.S. Coast Guard.

These men represent the leadership of the Treasury law enforcement agencies, which include over 34.5 per cent of all the criminal investigators in the federal service;²² with the result that more than 60 per cent of all federal prisoners are incarcerated as a direct result of Treasury law enforcement activities.²³ Therefore, their opinions and judgment on

²² U. S. Civil Service Commission, Employment Statistics Section, OCCUPATIONS OF FEDERAL WHITE-COLLAR WORKERS, October 31, 1959, Pamphlet 56-3 (Washington: U.S. Civil Service Commission, June 1961), p. 46.

²³ Interview with Arnold Sagalyn, *loc. cit.*

law enforcement matters have far reaching effects in the total law enforcement processes of this country.

This Board represents a cooperative type of leadership emphasizing the specialized talent of each enforcement unit, interchange of ideas, training and practical research. It definitely complements the Office in being the focal point of all Treasury law enforcement activities, both on a national and international aspect.

Effective administrative leadership is crucial at this point of coordination. The Coordinator has two inherent organization weaknesses to overcome. His leadership must be sufficient enough to counteract the effects of (1) the lack of funds and personnel required to fully develop and resolve the issues raised and (2) the practical fact that the Board members are already integrated to other agencies that control them or at least have their loyalties. This task is a true test for any able administrator.

The Board formally has the mission of appraising, improving, and developing crime suppression activities and techniques and, in addition, controlling and reducing the cost of enforcement operations and improving the management of enforcement activities. It is also considered to be the machinery for close cooperation in the exchange of information on violators of laws administered by the Treasury Department; training; and the use of

joint facilities and manpower when necessary. From time to time, on an ad hoc basis, subcommittees are created: e.g., training, technical equipment, telecommunications, etc.

It is interesting to note the various comments about the Board. Mr. Ambrose, during his term of Office, did not hold too many meetings of this Board. He was of the opinion that the major purpose of these meetings were primarily having individuals become more personally acquainted with each other.²⁴

The question suggests itself that the Board is only a tool and not an end in itself. Ergo, tools are used differently by different people, conditioned by the personalities involved and the general psychological climate of the particular situation.

This form of thinking, above, leads into the Kennedy Administration and its numerous and forceful public announcements on developing a nationwide, governmentwide program against organized crime and racketeering.²⁵ The law enforcement climate generated by the Administration has definitely affected the Treasury Department activity in this area from the Secretary of the Treasury on down.

Secretary of the Treasury Mr. Dillon has gone on record to state that the Administration is mounting an increased drive against gangsters, particularly the top type that operates on a national scale. He has proposed central files and central information and centrally controlled agents who can work—a corps of them—with the Justice Department.

Experience has shown that Treasury Department law enforcement against organized crime has

²⁴ Myles J. Ambrose, Personal Letter dated December 7, 1961, *loc. cit.*

²⁵ See the following for random examples of the Administration's position: THE WASHINGTON POST: Jan. 23, 1961, "New Weapons Against Crime" (editorial); Feb. 5, 1961, "Crime Drive Pushed by Attorney General"; Apr. 7, 1961, "Bob Kennedy Meets Press and Does Well"; Apr. 9, 1961, "Interstate Rackets" (editorial); May 18, 1961, "Atty. General Requests Laws to Smash Rackets"; June 7, 1961, "Attorney General Requests Laws to Curb Rising Interstate Crime"; June 13, 1961, "Freedom to Travel" (editorial); June 20, 1961, "U.S. Denies Aid to Some City Police"; Sept. 14, 1961, "Potent Rackets Bills Are Signed into Law"; Oct. 29, 1961, "The Illegal \$2 Bet" (PARADE); Nov. 9, 1961, "Goldberg Assails Crime as Smear on U.S. Name"; Jan. 2, 1962, "Blow at Crime Told President"; Jan. 12, 1962, "Gambling Machines" (editorial); Jan. 17, 1962, "Outlaw of Pinball Machines is Sought by Attorney General"; LOOK MAGAZINE: March 28, 1961, "Robert Kennedy Speaks Out on . . . Organized Crime. . ."; U. S. NEWS & WORLD REPORT MAGAZINE: January 9, 1961, "Opportunity—or Trouble—For President's Brother?"; April 17, 1961, "Crime-Fighter Kennedy Ask Broader Powers for F.B.I."

been on an ad hoc basis, which made it difficult for Treasury to provide either the help that was needed or to do it without disrupting other activities. There is no central place where the files on these known gangsters are available—this is the result of decentralized law enforcement programs. The Treasury Department is trying to work out a centralized place where centralized criminal intelligence will be available so it can be cross-checked quickly and work more effectively with the F.B.I.²⁶

It is little wonder why, under the Chairmanship of Mr. Sagalyn, that a typical agenda for the Board will include such topics as: (1) establishment of telecommunications advisory committee; (2) training school budget; (3) institute for instructors; (4) procedures for payment and control of informer funds; and (5) report on the organized crime and racketeering program.²⁷

In addition to the Director being chairman to the Treasury Department Law Enforcement Board, he also appoints the fourteen District Coordinators. The scope of their coordination activities include all law enforcement matters of whatever character for which the Treasury Department is responsible. Periodically, district coordination conferences are held and as many as twenty persons from Internal Revenue Service, Narcotics, and Secret Service will attend. These conferences are not necessarily long and may only last an hour. Typical subjects which are covered include: distributing copies of directory of law enforcement agencies; discussing firearms training; announcing pending law enforcement meetings and conferences; exchanging information on salient criminal cases; and discussing various provisions of new legislation relative to combating organized crime.²⁸

ACHIEVEMENTS OF THE OFFICE

The Office is credited with much achievement. The list below enumerates some of its accomplishments.²⁹

1. Surveying enforcement personnel with the result of eliminating the undesirable or inefficient agents and promotion of those agents having exceptional ability.

2. Training of all enforcement officers in

²⁶ U. S. Congress, House, Committee on Appropriations, *loc. cit.*

²⁷ Interviews with Fred Douglas, *loc. cit.*

²⁸ Minutes of the Philadelphia Coordination District, dated November 14, 1961, from the files of the Office of Law Enforcement Coordination, Treasury Department, Washington, D.C.

²⁹ This list is based on data contained within footnotes 1 through 28.

technique of investigation, enforcement law, special subjects and marksmanship, giving instruction to more than 14,000 men.

3. Winning country-wide cooperation of state, county, and city enforcement officers.

4. Winning the cooperation of organized religious, commercial, fraternal, and social organizations not primarily interested in law enforcement.

5. Utilizing the facilities of all the laboratories of the department to assist in crime detection by making certain determinations in connection with physical evidence and in the development of fingerprint and detecto powders.

6. Guarding the premises of all alien enemies in business in this country the morning after Pearl Harbor.

7. Conducting applicant investigations for all the bureaus and divisions of the Treasury Department.

8. Organizing a cooperative effort in conjunction with the Office of Price Administration in the investigation of the liquor black market.

9. Coordinating the efforts which resulted in the abolishment of "Rum Row"; the conviction of the Louis (Lepke) Buchalter "Murder, Inc." gang; the destruction of thousands of tons of marihuana.

10. Distributing among the enforcement agencies and others in the Treasury Department, during World War II, the routine flow of censorship intercepts and other types of information reports.

11. Developing a special program to establish uniform grades in the several agencies, so that law enforcement officers doing work of equal difficulty will receive equal compensation.

12. Establishing a committee whose duties were to keep the agencies abreast of such technical investigative developments and devices as may have been developed by the Armed Service during the war, and may be available by the Armed Services after the war.

13. Investigating the irregularities in the sale of war surplus property by the Procurement Division. A project undertaken during November, 1944 and involved the investigation of charges against employees of the Office of Surplus Property. This project resulted in the removal of a number of employees under serious charges and the presentation of several cases to court.

14. Presenting a unified front to prevent the

encroachment upon investigative work of the Treasury Enforcement agencies by outsiders.

15. Accomplishing the development of the several agencies, highly unit and bureau conscious, with their diverse views and occasionally of strong individualistic traits, into a close-working Treasury team aware of one another and ready to cooperate to the fullest extent.

16. Performing, during the war years, special investigations of numerous unusual matters at the direction of the Secretary.

17. Deciding, as a result of a survey in September, 1942, that the Treasury Enforcement Agencies should be represented in the Territory of Alaska. A narcotic agent was assigned there to represent all services. The various agencies undertook to reimburse that bureau for their proportionate share of expenses.

18. Acting as liaison between the Treasury Enforcement Agencies and the Secretary of the Advisory Committee on the proposed Rules of Criminal Procedure.

19. Cooperating with the Security Officer of the Treasury Department in the matter of war time security. This Office cooperated with representatives of the Joint Chiefs of Staff during the months of July and August, 1944, in the security survey by the Joint Chiefs of Staff and the Treasury Department.

20. Conducting a survey to ascertain the validity of the information that some agencies were deficient in technical equipment.

21. Raising morale in the various enforcement agencies.

22. Counseling and assisting the unit chiefs, as a department team, for the purpose of improving the retirement privileges for enforcement officers.

23. Acting as the focal point in achieving concurrence of the Civil Service Commission and others in raising the general level of qualification for enforcement personnel.

24. Taking leadership in the effort to recognize unavoidable overtime enforcement work by proposing an overtime differential.

25. Increasing the technical emphasis in law enforcement work. Broadening all phases of communications; using air power for surveillance work; utilizing the facilities of the specialized unit in the questioned documents areas; etc.

26. Acting as a central point for comparative analysis and summation of Treasury law enforcement. Also increasing the emphasis on the anal-

ysis and practical use of simplified statistics as contrasted with larger statistical compilations.

27. Taking part in the department's award program, including such awards to enforcement personnel as: Departmental Exceptional Service Award and Gold Medal; Silver Meritorious Civilian Service Award; and suggestion program and cash awards.

28. Providing a positive climate of cooperation which is reflected in genuine cooperation with other law enforcement authorities. The constant growth of coordination phase of Treasury activity has probably been a major factor distinguishing Treasury enforcement from other comparable enforcement agencies. Treasury cooperation with local authorities is intense and carefully maintained on a highly personalized informal basis. The continuing reward for this is the unstinted cooperation of local authorities.

SUMMARY AND CONCLUSIONS

The Office is without statutory authority; it is only a creature of the Secretary of the Treasury; its authority is no stronger than the backing and support it receives from the Secretary of the Treasury; and it operates in a highly complex and dynamic atmosphere.

During the past twenty-eight years the Office has had nine Coordinators; seven from the ranks of career civil service and two from the ranks of non-career civil service. The Office staff includes four persons: Director, Deputy Director, Administrative Assistant and Secretary.

The main mission of the Office is to see that all aspects of Treasury enforcement policy and requirements are coordinated, reviewed, and appraised to assure that the seven enforcement agencies are meeting Treasury objectives. This mission, moreover, is based on the rationale that the Treasury Department plays a key role in combating the national crime problem; and that the rationale is further underscored by the fact that the Treasury employs over a third of all criminal investigators in national government and 60 per cent of the federal prisoners are incarcerated because of Treasury Department action.

The nature and scope of the Coordinator's role is vast: It includes assuring that there is law enforcement coordination in programs separately administered by high level technical specialists covering such cases which involve income tax fraud, smuggling, forgeries of government securities, counterfeiting of money, bonds and stamps, and criminal or other violations of income tax and other tax laws, customs laws, Federal narcotic laws, alcohol and tobacco tax laws, and laws governing gold and silver holdings and movements.

There is, as discerned by this study, a trend which to all indications make it reasonable that the Office will begin to assume a more positive and active part in the total Treasury law enforcement program.

A central question as a result of this study has emerged: Is the Treasury Department doing all it can in the way of bringing about lasting and effective coordination of its seven investigative agencies?