

The original documents are located in Box 1, folder “Alcohol, Tobacco and Firearms Bureau Reorganization” of the Loen and Leppert Files at the Gerald R. Ford Presidential Library.

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RECAP ON PROPOSED REORGANIZATION OF ATF

-Initiated by Treasury through efforts of Deputy Assistant Secretary James Featherstone and his staff
-Opposed by ATF's Director on the grounds that reorganization is unjustified and no study exists which shows it is needed
-Reorganization will eliminate position of Regional Director and any "regional" involvement in ATF's law enforcement activities, thus removing key front-line manager who insures total functioning of ATF in geographic area
-Reorganization is divisive in concept and will damage ATF morale, forcing ATF into an unweildly organizational structure where one half of the bureau has "regions" and the other half does not
-Reorganization was not budgeted for in 1977 appropriations, and will cost approximately one million dollars and involve the transfer of over 100 special agents, 65 of whom will come to Headquarters to enlarge the enforcement staff
-Reorganization will severely damage ATF's ability to effectively administer and enforce Federal laws on guns and explosive materials
-Treasury has insisted that reorganization become effective on December 1, 1976, with personnel to report to new duty stations on December 6, 1976, even though Director Davis has asked that reorganization be held in abeyance until new Administration takes office and that implementation be set back until after Christmas holidays
-Hearings have been scheduled by the House Post Office and Civil Service Committee on December 9 & 10 on ATF's reorganization as well as other reorganizations taking place at this time.



The Bureau of Alcohol, Tobacco and Firearms (ATF) was created as a separate Bureau under the Treasury Department in July, 1972 as a result of a Treasury study in 1970-71 which showed that it could best function if removed from the Internal Revenue Service. It was determined at that time that the overall mission of ATF called for a regional concept in management in which a Regional Director, as part of the Director's Executive Staff, would oversee the two major functions: the law enforcement activities relating to the illegal traffic in guns, explosives and liquor, and the regulation of the firearms, explosives, liquor and tobacco industries. In 1973 a joint Treasury-ATF study was made at the request of Treasury to determine the effectiveness of ATF as a separate bureau. That study reinforced the regional concept to the point that the study team urged the creation of Assistant Regional Director positions to help in the regional office, and Treasury approved that recommendation.

Approximately one year ago, the office of Assistant Secretary for Enforcement, Tariff Affairs and Operations, through Deputy Assistant Secretary James Featherstone, initiated an effort to "reorganize" the investigative arm of ATF through the elimination of the position of Regional Director and any "regional" involvement in ATF's law enforcement activities. All law enforcement activities would be handled from an enlarged Headquarters staff directly with the Special Agents in Charge at about 30 district offices. Treasury's argument for the reorganization was basically that this was the original concept in 1970-71 when ATF was created and it should now be implemented.



ATF's Director, Rex Davis, opposed the reorganization from the start , arguing that it was unneeded and unjustified since a current study had not been made identifying problems that were unsoluble under the present organization and proving that elimination of the regional concept would result in a more effective and efficient law enforcement effort. However his arguments were unsuccessful even though he presented Treasury with documentation that ATF was successfully meeting its mission within the bounds of its resources and that the elimination of the Regional Director concept would severely damage ATF's efforts to efficiently utilize its limited manpower and would prove to be divisive and damaging to the morale of the Bureau.

The reorganization plan was endorsed by Under Secretary Thomas who signed the Treasury Order on October 22, 1976, authorizing the reorganization to become effective on December 1, 1976, with full implementation by December 5, 1976. This meant that agents would have to be transferred by that date. Alerted by the campaign statements of President-elect Carter that he intends to reorganize the executive branch, Director Davis asked that the reorganization order be held in abeyance until the new Administration takes office. This has apparently fallen on deaf ears as have the letters from Congressman Udall and Senators Ford, Huddleston and Talmadge who asked for the same thing. Under Secretary Thomas told a reporter from the Los Angeles Times on November 17, 1976, that the reorganization was "too far along" for it to be pulled back since agents had sold their homes, etc.



This is not true and the reorganization could be rescinded with a minimum of disruption to personnel. The reorganization was not budgeted for in the Fiscal 1977 appropriations and will cost approximately one million dollars. Since President-elect Carter has indicated his desire to do some reorganization of his own, it would seem this expenditure is wasteful since the new Administration may bring about additional or other changes of its own.

More importantly, this reorganization will have a serious effect on ATF's ability to administer and enforce the Federal gun laws since it removes a key front-line manager who has had as one of his prime responsibilities the coordination of the efforts of the special agents and inspectors as they deal with citizens, licensees and criminals in this highly sensitive and crucial social issue of gun control.

Director Davis has stated that he is not opposed to a reorganization if there are problems that only a reorganization can solve. Such is not the case here, and Treasury's insistence on the reorganization and its effective date of December 1, 1976, along with their insistence that the key position of Assistant Director (Criminal Enforcement) be filled with a man of their selection, makes the whole affair suspect. If the reorganization is needed, why can't it wait until the new Administration takes office? What difference will 60 days make? Why is Treasury so insistent that Mike LaPerch, ATF's Assistant Regional Director in New York, be given the AD job over Director Davis' opposition and over other far better qualified special agents who are currently serving as Regional Directors?



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PROGRAM:

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WED., NOVEMBER 10, 1976

STATION OR NETWORK:

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5:00 PM, EST

CHARGE SHAKEUP AT ATF SAVES JOB FOR CAULFIELD FRIEND

JIM VANCE: Tonight's top story is about jobs--jobs and the Republican administration. It seems that Arizona Democrat Morris Udall has uncovered a move by some Republicans to reorganize several departments before the Democrats take over in January. They're going to do that in order that some folks can hang onto their jobs after the Republicans leave office. Stan Bernard is here with more to tell us about that story. Stan?

STAN BERNARD: Jim, Congressman Morris Udall says that there are at least three agency reorganizations under way, involving top policy-making jobs. These are not political appointments that Udall is worried about. These are career jobs--merit jobs--that are supposed to be carefully monitored by the Civil Service Commission. So, Udall wrote two letters, sent one to the White House, President Ford, the other to Civil Service Commission Chairman Robert Hampton. They went out today. Udall is urging the President to place a moratorium on the reorganization of all departments and agencies until the Carter administration takes over.

To Robert Hampton, Udall wrote, to assure a smooth transition, avoid even the appearance of political favoritism, either to the outgoing administration or the incoming, in making decisions affecting Civil Service personnel. Udall says the Post Office and Civil Service Committee, which he is likely to chair next year, has already received allegations that some political appointees are seeking career Civil Service appointments to key positions.

The committee has more than allegations on a reorganization going on at the Bureau of Alcohol, Tobacco and Firearms. Committee staffers say the Bureau has a firm deadline of December 1 for a complete reorganization at the top level. Scores of jobs could be affected. There are allegations that Michael LaPerch, very close to Jack Caulfield, who made his name as we remember during the Watergate days as a White House plumber; well, LaPerch is being move into the number two spot, over the objections of Rex Davis, the Bureau Director.



((A relative of LaPerch's headed up the legal defense fund-raising for Caulfield.))

Scores of other jobs are being shifted or reclassified in the final days of the Ford administration. At HEW there is a reorganization at the very top level, the Secretary's Office, at the Social Rehabilitation Service, another reorganization. Hill sources say there is no single agency in Washington that has a firm handle on how many agencies are undergoing job changes and other forms of reorganization--not even OMB.

But Congressman Udall, almost certain to be the next chairman of the House Post Office and Civil Service Committee, is saying in effect to the Civil Service Commission, he's going to come down with both feet on the commission if every job isn't handled absolutely according to the book.

Udall is saying, unless the jobs are gotten by the book, he'll see to it that those who get the jobs will lose them by the book.

And Jim, this is the big book, this is the plum book; every policy job in the government is here, whether it's merit or political appointment. That's a lot of jobs, and Udall's going to be watching.



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CHARGE ATF INVOLVED IN TRANSITION JOB GRAB

JACKSON BAIN: News Center Four's Stan Bernard has learned that there are last-minute efforts going on to put Ford administration holdovers in permanent government jobs before President-elect Jimmy Carter takes office. It's an exclusive report, and Stan has it in the Federal File tonight.

STAN BERNARD: Well, the period of transition is turning into a scramble for jobs. There are those who have political appointments and they want career jobs; those who have career jobs want better jobs. The bureaucracy is writhing.

Congressman Morris Udall says the Republicans on their way out are pushing the reorganization of agencies. It appears to be a job grab--a grab of career jobs, merit jobs, jobs that the Civil Service Commission is supposed to be watching over with an eagle eye. So, Udall wrote two letters today, one to President Ford, the other to Robert Hampton, the Chairman of the Civil Service Committee. To the President, Udall urged a moratorium on the reorganization of agencies, and they are going on right now.

The Bureau of Alcohol, Tobacco and firearms has a reorganization deadline of December 1. Michael LaPerch has been moved into an acting number two spot from the New York field office. Sources say LaPerch is a close friend of Jack Caulfield, one of the famous White House plumbers, during the salad days of Watergate; a relative of LaPerch ran a fund-raising for Caulfield for his legal defense.

There is also a reorganization going on at the top level of HEW--the Secretary's office; another reorganization at the Social Rehabilitation Service. Hill sources say they believe that as many as 250 top career policy jobs are in the reorganization up to now, and there may be a lot more. There are thousands of them in the just-released "plum book," so Udall is saying to the President, stop reorganization. One of Jimmy Carter's stated goals is reorganization, repeating the process will be costly just two or three months from now.

The other letter to CSC Chairman Robert Hampton is more threatening, because Udall is likely to be heading the House Post



Office and Civil Service Committee. Udall says to Hampton, avoid even the appearance of political favoritism in making decisions affecting Civil Service jobs. Udall wants Hampton to put a moratorium on job changes, reclassifications, until the Carter administration takes over. Udall says his committee will hold the Civil Service Commission responsible for any last gasp of political cronyism, and if the jobs are given illegally, they will be taken away.

BAIN: Thank you, Stan.



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THURS., NOVEMBER 11, 1976

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11:00 PM, EST

ATF HEAD OPPOSES LaPERCH APPOINTMENT

JACKSON BAIN: The orderly process of transition may be getting a little disorderly in some parts of the government. Stan Bernard has a follow-up report on agency reorganization which looks like a job grab.

STAN BERNARD: Capitol Hill staffers say they are onto a job grab. Investigators are turning up signs that reorganization of agencies as a cover to place political appointees in career jobs is widespread. Promotions are also being worked for people in career jobs.

At the Bureau of Alcohol, Tobacco and Firearms, Bureau Director Rex Davis is bucking powerful forces at Treasury, the parent agency. Davis is trying to stop the appointment of Michael LaPerch as head of the most powerful division within the bureau, the Enforcement Division.

It's all a part of a major reorganization within the Bureau; it involves about a hundred people. Sources tell me there is evidence that LaPerch was pre-selected, pushed for the job by the number three man at Treasury. If it is pre-selection, it would be illegal.

Congressman Morris Udall sent out two letters yesterday, one to President Ford, urging a moratorium on agency reorganization, and in a letter to Civil Service Commission Chairman Robert Hampton, Udall said he would hold the Commission personally responsible for any rule breaking in the creation of a career job or policy level promotions during a period of transition. CSC may have its hands full.



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MONDAY, NOVEMBER 15, 1976

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6:00 PM, EST

ATF REORGANIZATION PURE POLITICS, SAYS UDALL

STAN BERNARD: The administration transition battle is still going on. Last week, I reported on reorganizations of agencies that Hill Democrats were characterizing as nothing more than a job grab by the departing Republicans. Today, Congressman Morris Udall wrote a letter to Treasury Secretary William Simon, asking him to intervene in the reorganization at the Bureau of Alcohol, Tobacco and Firearms.

Udall, in the letter to Simon, calls the reorganization pure politics, engineered by Deputy Secretary Jerry Thomas, over the wishes of Bureau Director Rex Davis. They're going to be battling over those career jobs from now until January 20.



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Jack Anderson and Les Whitten

Alleged Gift to Firearm Chief Probed

The Treasury Department is secretly investigating charges that the host of a Las Vegas casino presented an illegal gun to the official in charge of enforcing the federal firearms laws.

Rex Davis, director of the Bureau of Alcohol, Tobacco and Firearms, alleg-

Secret Surveillance—In a memo intended for the eyes only of Deputy Attorney General Harold Tyler, a Justice Department official has charged that the department conducted "improper and perhaps illegal" surveillance at the Republican convention last Au-

objections to the Kansas City mission, denied that it was illegal. Henson declined comment.

Carter Donnybrook—At the height of the presidential campaign, Jimmy Carter inadvertently stirred up a tempest in Great Britain—an old fash-

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SOME NASTY DEVELOPMENTS IN ATF REORGANIZATION

JACKSON BAIN: The reorganization of the bureaucracy was a major pledge of the Carter campaign. At least one voice with some Washington connections says it won't happen. Stan Bernard reports in the Federal File. Stan?

STAN BERNARD: Jackson, it was only yesterday that Jimmy Carter met with Democratic legislative leaders and came out of the meeting with a tacit approval of broad legislation that would restore government reorganization--those powers--back to the White House. But John Connally, ex-Democrat, now a Republican, former Governor of Texas, former Vice Presidential aspirant, former Treasury Secretary, says it can't be done.

Connally, in a Houston speech, said he worked on a reorganization plan for two years while in Washington, and couldn't get any of it adopted. Connally said only Congress can create or abolish a federal agency. Carter's chances must be better; it's presumed he'll have a better relationship with Congress.

But while Carter and Jack Watson and Jody Powell and Hamilton Jordan are talking about reorganization, some Republicans who seem to be on their way out also appear to be scrambling to move from political jobs into career jobs, high-level, policy-making career jobs within their vast agencies.

I've already reported on the agency reorganizations going on. At the Bureau of Alcohol, Tobacco and Firearms, part of Treasury, there have been some nasty developments. This is Rex Davis, the Director of Alcohol, Tobacco and Firearms. Somebody at Treasury is pushing Michael LaPerch to head up the Bureau's most important division, enforcement. Davis has objected, but someone at Treasury is insisting on LaPerch.

The fight is all elbows and knees for that job and control of other career jobs within the Bureau. Davis is a career cop with ATF, and he was the subject of a news leak this week in Jack Anderson's column. Sources tell me that someone

at Treasury leaked word that Davis is the subject of a secret investigation. The allegation was that Davis received a gift of a gun from an admirer during a trip to Las Vegas. Davis denies the charge emphatically. Someone with Davis on the trip says no gift ever fell into Davis's hands, and none was even offered.

Jack Anderson wrote there was ^{no} evidence to back up the charge, but that questionable column painted Davis with a tar brush, anyway.

Jack Watson gave a talk today on transition. He talked about the big picture, support, priorities, preparing for January 20th. Down at the agency level, the picture is small, and people are fighting and clawing for jobs and power.

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THE TODAY SHOW

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WED., DECEMBER 1, 1976

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7:00 AM, EST

REP. UDALL TALKS OF CIVIL SERVICE ABUSES

TOM BROKAW: In the minds of many Americans, it's a strongly-held belief that the Civil Service system is riddled with waste and inefficiency. There has been talk that Congressman Morris K. (Mo) Udall, of Arizona, one of the presidential candidates earlier this year, who also heads the House Committee on the Civil Service, will be asked to lead a campaign to rid the Civil Service of abuses when Jimmy Carter takes over at the White House. Congressman Udall is in our Washington news center this morning with NBC News correspondent Tom Pettit. Gentlemen?

TOM PETTIT: Thank you, Tom. Good morning, Congressman.

REP. MORRIS UDALL: Morning.

PETTIT: Before we begin, let me ask how your two broken arms are.

UDALL: Well, they're out of casts and I'm getting around. I've learned a hard lesson. I've learned a lot about ladders this fall, and that's one mistake I won't make again.

PETTIT: Well, at least you were the second most durable Democratic candidate this year. (LAUGHTER). Tell us now about Carter and waste in bureaucracy. Can he cut down on the job? Can he reduce waste and inefficiency?

UDALL: I think he can. At least we've got to try. There's a great disillusionment with government and a lot of it relates to the fact, the general impression that civil servants don't work, that you don't--the taxpayer doesn't get a dollar's worth, and so on. I think this is exaggerated. I think it's essentially wrong, but we're not being helped by some of the things that are going on as the Ford administration goes out the door here in Washington this week, or next week.

PETTIT: What do you mean by that? The talk--you've been asserting that Ford is stacking the deck, so to speak--

UDALL: Sure, sure. Be Jimmy Carter for a moment. Pretend you're Jimmy Carter and you're coming to Washington, and you've pledged to reorganize the government and make it efficient, and see that it delivers services. Out of nearly three million civil servants, you can't fire--you can't change but about 2,500 of them, a tiny, small fraction. These are the policy people, your people you can put in to make this bureaucracy work and do the things you promised the American people you're going to do.

PETTIT: Those are the political appointees.

UDALL: That's right, the policy-making people. When you come to town, you can pick your own cabinet, you can pick the heads of some of the bureaus, you can pick people in the different agencies, that have political responsibilities; you come to town and you find that the Ford administration, going out the door, has saddled you with a lot of Republican politicians who came to Washington in the Ford-Nixon years, and you can't do a darned thing about it if they have their way.

PETTIT: You've been accusing the administration of taking these political jobs and transferring the men who hold them to career status within the purview of Civil Service.

UDALL: Exactly.

PETTIT: Name one.

UDALL: Well, let's shed a tear for good old Charlie Willis(?). He was a hatchet man--you know, identified with Republican politics. A hatchet man for Sherman Adams back in the Eisenhower years, been off to private enterprise in recent times. He came back last March down at the Commerce Department as the confidential assistant--this was one of these political jobs--confidential assistant to one of the assistant secretaries. All of a sudden now, there's a reorganization, there's a shuffle down here, and he ends up as head of the U. S. Travel Service, so that he can supervise developments in Toronto and Paris and London, and Carter's stuck with him. You know, here he is--he's a Republican politician, we're stuck with him at \$35,000 a year, and he's supposedly one of these career civil servants. That's the kind of thing they're doing.

PETTIT: Well, first of all, what evidence do you have that Mr. Willis was deliberately singled out for transfer to a cushy job from a political job?

UDALL: Well, we have sources within the agency. In fact, our phones have been ringing off the hook with good people--there are a lot of good people in the federal service, and they're

angry about their agencies being politicized, and we're going to make our case. In fact, we're having hearings before our committee next week; we're going to bring some of these people in under oath and we're going to find out exactly what's going on.

PETTIT: Are you going to bring Mr. Willis in?

UDALL: I don't know that he's on the list, but we're going to bring in a lot of people like him, and we may bring him in, too.

PETTIT: He's the only case you mentioned. Can you name another case?

UDALL: Well, let's shed a tear for John Krogman, who is the deputy to John Caulfield of Watergate fame. Here was all this operation going on; Caulfield had to leave town at the height of Watergate, and one of the best law enforcement agencies in government is the Alcohol, Tobacco and Firearms division at the Treasury, a career professional law enforcement agency, headed up by a man named Rex Davis, who's spoken up at some peril. They're now going to make this guy Krogman his deputy.

PETTIT: Are you going to call Krogman?

UDALL: Yes, we're going to call him. This is a career agency. They move him in as the chief deputy to a man that doesn't want him, and Jimmy Carter, with one of these key law enforcement agencies, is stuck with a top official that he doesn't need and doesn't want, and he's a holdover from the days of Watergate. It's an outrage.

TOM BROKAW: What do you think Congress should be doing about the cloud that is currently suspended over it as a result of the allegations and mysteries surrounding the Korean Central Intelligence Agency and the payoffs?

UDALL: The first thing to do is to get this whole thing--get the facts out on the table. The grand jury's at work and a lot of the law enforcement people are at work, and if they don't do the job, we ought to have a full and thorough congressional investigation on top of it. Get it out on the table. It was really wrong and it's really troubling that here, a foreign power that we gave \$13 billion worth of foreign aid over the years, is operating this way in our country, trying to corrupt our political process.

BROKAW: But don't you expect you'll have to get it cleaned up before Mr. Carter takes over or the Congress will

be neutralized, in a sense, by the allegations that hang over the entire body, because no one knows how deep it goes at this point.

UDALL: Well, I don't think this is going to deeply influence the transition or the takeover by the Carter administration. There's a lot of work to be done. Most of us in the Congress are angry about this. This involves a small percentage of the members, but they were here--they were trying to corrupt everybody, they were trying to become friends of everybody; they were throwing money around. Let's find out what they did and lay it out on the table and take what action is necessary to lift this cloud off the Congress.

PETTIT: Do you think you should have the equivalent of a Watergate committee to look into it from the House?

UDALL: Well, if--in a way, we're kind of investigating ourselves, whereas Watergate was an investigation into what had gone wrong down at the White House and the Justice Department and places. Let's see what the FBI and the investigative agencies, the grand juries, let's see what they come up with first, and if there's any loose ends or any questions about it, the Congress will dig into it and lay it all out on the table.

TOM BROKAW: Congressman, back to the subject of reorganization of the executive branch, including keeping KCIA influence out of it, what do career civil servants think of Carter? Are they afraid of him because he's promised to do something about the bureaucracy? Are they concerned? Are they--what are they?

UDALL: Oh, there's apprehension, but I think the good solid people in government know there's inefficiency. There is waste. There is duplication, and Jimmy Carter is pledged to root it out, and I think we all ought to get behind him and help him, and sure, there are some cushy people in jobs that aren't entirely necessary, and Carter's going to root them out, but I think most civil servants put in a good day's work, they want to do a good job for the government, and most of them will be delighted to see a lot of this inefficiency removed and to see a sensible kind of efficient government put in its place.

PETTIT: You said that you're concerned about the disappearance of Civil Service Commission documents, and things of that nature. In the brief time we have, will your committee go into that?

UDALL: You bet. We've got a big report coming out that our committee, under Congressman Henderson, who's chairman

of the committee, helped supervise over the last year or so. The Civil Service Commission's supposed to be the watchdog and they don't bark when their friends come around, and they've been letting a lot of things get by in the Civil Service system that are wrong.

PETTIT: Congressman Udall, thank you very much for coming by this morning, broken arms and all.

New York Daily News
Dec 1, 1976

Firing blanks in the war on guns

JACK ANDERSON
with **LES WHITTEN**

WASHINGTON—The embattled Bureau of Alcohol, Tobacco and Firearms is supposed to enforce the nation's weak gun-control laws. During the Nixon years, Watergate figure G.

shakeup. "You are hereby directed to implement this plan, effective Dec. 1, 1976," he was ordered. The election of Jimmy Carter only made the lame ducks at Treasury more determined to complete the reorganization before the Democrats take office.

There is some justification, of course, for shaking up the ATF. Its confidential files contain evidence that the agency has been plagued with problems. Here are just a few highlights:

● In Dayton, two special agents got into a squab-