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ROBERT HORN PAPERS, 1974-75

Collection Type

Personal Papers

Extent

8.8 linear feet (ca. 17,600 pages)

Record Type

Textual

Access

Open. Some items are temporarily restricted under terms of Mr. Horn's deed of gift, a copy of which is available on request. Advance consultation is required for some folders so that archivists may complete routine review for privacy or other restricted information.

Copyright

Works prepared by U.S. Government employees as part of their official duties are in the public domain. In addition, Mr. Horn has donated to the United States of America his copyright interest in any other of his writings that might be included in this collection. The copyright interest to materials written by other individuals or organizations is presumed to remain with them.

Processed by

William McNitt, August 1991; Revised by Joshua Cochran, December 2005

Biography

Robert J. Horn

August 23, 1943 - Born, New York, NY

1964 - B.B.A. in Public Administration, City College of New York

1967 - J.D., Fordham University Law School

1967-68 - Part-time legislative aide to Congressman Theodore R. Kupferman of New York

1968-69 - Attorney with Perrin, Nachman and Stella of New York, NY

1969-71 - Attorney, Office of General Counsel, U.S. Department of Housing and Urban Development

1971-72 - Senior program analyst, Office of the Assistant Commissioner for Programs, Housing Production and Mortgage Credit of the Federal Housing Administration, Department of Housing and Urban Development

1972-74 - Special Assistant to the Assistant Secretary for Housing Management, Department of Housing and Urban Development

1974-75 - Executive Secretary, Presidential Clemency Board (on detail from HUD)

1976-82 - Named Special Assistant to Governor William G. Milliken of Michigan and head of the state's Washington office.

1983-01 - Director of the Washington office of Detroit Edison. He subsequently became Assistant Vice-President of Federal Affairs for DTE, and a Corporate Officer.

1987-94 - Member of the U.S. Holocaust Memorial Council

2000 - Served as lead attorney for George W. Bush's recount effort in Broward County, Florida.

2001 -- Attorney, partner at Patton Boggs in Washington, D.C.

Scope and Content Note

On September 16, 1974, President Gerald Ford announced the formation of the Presidential Clemency Board, charged with creating a program of conditional clemency for those accused of draft or military absence offenses during the Vietnam War. The Board, chaired by former New York Senator Charles Goodell immediately began to develop the program and hire a staff. They borrowed Robert Horn from the Department of Housing and Urban Development to serve as Executive Secretary to the Board.

According to the Board's final report, the Executive Secretary did not direct the work of the staff, but was part of what it referred to as the "Senior Staff." Horn handled administrative matters such as access lists, budget and finance, personnel

matters, and office space, and was responsible for recording meeting minutes. He saw to it that Board decisions were implemented, advised the Board Chairman and the General Counsel on general matters of policy, and suggested procedures for expediting case processing and maintaining case records. Finally, he acted on behalf of the Board with staff and outside agencies when issues of a non-legal nature arose.

The Horn Papers cover the period from October 1974 to September 1975. While portions of the collection concern rules, regulations and procedures developed by Board members and staff, the bulk documents administrative matters such as budget, finance, personnel, and office space. Other documents give a sense of the final product that the board achieved, namely the case summaries, their recommendations to the President, and the decision lists. Upon the Board's termination in September 1975, its remaining administrative duties were transferred to the U.S. Attorney General.

An initial series of the Horn Papers containing approximately 1200 pages was processed and opened in August 1991 (boxes 1-2). A subsequent accretion of papers that includes meeting minutes, pardon recommendations, decision lists, and personnel files, was processed and opened for research in December 2005 (boxes 3-17). A small portion of the accretion remains unprocessed (boxes 18-23) due to extensive privacy concerns.

Related Materials (December 2005)

The papers of Clemency Board Chairman Charles Goodell contain extensive materials on the Board and the clemency program, as do White House Central Files categories FG 6-28 (Presidential Clemency Board) and JL 1 and its subdivisions (Amnesties - Clemencies - Pardons). White House staff files containing significant documentation include those of Philip Buchen, Bobbie Kilberg, Theodore Marrs, John Marsh, and Geoffrey Shepard. A bound copy of the Clemency Board's Final Report to the President is housed in the Library's book collection.

The National Archives and Records Administration in College Park, MD house the records of the Presidential Clemency Board as Record Group 429.10 (RG 429.10).

Last Modified Date

2025-03-07

Presidential Clemency Board Subject File, 1974-75.

(Boxes 1-2, 0.6 linear feet)

Memoranda, correspondence, press releases and publications. The materials concern the operation of the Board, including rules, regulations and procedures developed by the board members and staff, and administrative matters such as budget/finance, personnel, and office space. This series was processed and opened to research in 1991. Other series were processed and opened in 2005.

Arranged alphabetically by subject.

Box 1 - Presidential Clemency Board Subject File

Status	Title
OPEN	Access List/Passes
OPEN	American Civil Liberties Union Comments on Proposed Clemency Board Procedures and Substantive Standards
OPEN	Board Members
OPEN	Budget/Finance
OPEN	Clemency Law Reporter (1)-(2)
OPEN	Miscellaneous
OPEN	Personnel
OPEN	Precedents for Aggravating and Mitigating Factors
OPEN	Presidential Pardoning Power
OPEN	Report to the President (Publication)

Box 2 - Presidential Clemency Board Subject File

Status	Title
OPEN	Rules, Regulations and Procedures Briefing Book, December 1974 (1)-(6)
OPEN	Space/Parking/Office/Supplies
OPEN	Submissions to the President

Presidential Clemency Board Subject File Accretion, 1974-1975.

(Boxes 3-11, 3.4 linear feet)

Memoranda, correspondence, publications, and training manuals. The materials concern the operation of the board, including rules, regulations, procedures, and

administrative matters such as budget/finance, personnel, training, organization, press relations, and public comments. (Note: Review of this series for opening is not yet complete, but if you contact the Library in advance of your visit, we may be able to open specific individual folders for research use.)

Arranged alphabetically by subject.

Box 3 - Presidential Clemency Board Subject File Accretion

Status	Title
CLOSED	Absences Related to Vietnam Service [11/19/1974]
CLOSED	Accident File
OPEN	Administrative-- Facilities and Equipment
CLOSED	Affidavits
CLOSED	Alternatives to Pardon [Capt. Euler Memo-10/29/74]
CLOSED	Amnesty: A Brief Historical Overview [CRS Publication]
OPEN	Application Form to Clemency Program
OPEN	Application Kits
CLOSED	Appointment Affidavits—Board Members
CLOSED	Archives/File Management -1975
CLOSED	Biographies of Board Members
CLOSED	Budget
OPEN	Camp David Retreat [Sept. 2-4, 1975]
OPEN	Case Processing Steps for Clemency Board - Draft
CLOSED	Case Summary Production (1)- (3)
OPEN	Changes in Clemency Board Procedures
CLOSED	Clemency/Amnesty Legal Coordinating Office
CLOSED	Clemency Law Reporter, Volume 1, no. 1 [6/2/75]
CLOSED	Clemency Law Reporter, Volume 1, no. 2 [6/11/75]
CLOSED	Clemency Law Reporter, Volume 1, no. 4 [7/2/75]
CLOSED	Clemency: The President's Program Problems [CRS publication]
CLOSED	Coffee Fund and Records

Box 4 - Presidential Clemency Board Subject File Accretion

Status	Title
CLOSED	Continuing Consequences of Offender Status
OPEN	Correspondence
OPEN	Correspondence without Return Addresses
CLOSED	Dockets
CLOSED	Fact Sheet
CLOSED	Federal Register (1)-(2)
CLOSED	Final Report—Draft (1)-(3)
CLOSED	Final Report—Draft Outline [7/6/75]
CLOSED	Final Report—Working Papers,Undated (1)-(4)

Box 5 - Presidential Clemency Board Subject File Accretion

Status	Title
CLOSED	Final Report, Working Papers,Undated (5)-(6)
CLOSED	Foreign Agents Registration Act of 1938-- DOJ Publication
CLOSED	Form Letters (1)-(2)
OPEN	Foundation Church
CLOSED	Furloughed Persons
CLOSED	General Accounting Office
CLOSED	General Services Administration
OPEN	Goodell Assessment of PCB - Memo to President Ford
CLOSED	Hearings Before the Senate Subcommittee on Administrative Practices [12/18/1974] (1)-(3)
CLOSED	Housing and Urban Development
CLOSED	Lawyers, Clients, and Ethics [publication]

Box 6 - Presidential Clemency Board Subject File Accretion

Status	Title
CLOSED	Lawyer Referral Service
CLOSED	Mailings—January 1975
CLOSED	Miscellaneous
CLOSED	Management Information Forms
CLOSED	Marine Corps
OPEN	Master Case File

Status	Title
OPEN	Master List—Name Corrections
CLOSED	Memo on Application of Aggravating and Mitigating Factors by the PCB [4/22/75]
CLOSED	Memos—From Robert Horn (1)—(2)
CLOSED	Military Abbreviations and Acronyms
CLOSED	Military Cases
OPEN	National Council of Churches
CLOSED	New England Journal of Prison Law—Volume 1, no. 1 [Spring 1974]
CLOSED	New York County Lawyers
CLOSED	Office of Management and Budget Survey Report
CLOSED	OEOB—Dining Room Facility
CLOSED	Organizational Charts
CLOSED	Organization and Operation—ACLU Comments
CLOSED	Organization and Operation—Implementation Plan (1)—(2)

Box 7 - Presidential Clemency Board Subject File Accretion

Status	Title
CLOSED	Organization and Operation—Interagency Team Survey (1)-(2)
CLOSED	Organization and Operation—National Legal Aid and Defender Association Comments
CLOSED	Organization and Operation—Public Comments
CLOSED	Organization and Operation—Public Law Education Institute Comments
CLOSED	Organization and Operation—Washington Star article 5/27/1975
CLOSED	Overview of Military Justice
CLOSED	Parking Spaces
CLOSED	Personnel File, PCB Staff—General (1)-(4)
CLOSED	Personnel File, PCB Staff— A-D
CLOSED	Personnel File, PCB Staff— E-G

Status	Title
CLOSED	Personnel File, PCB Staff— H-J
CLOSED	Personnel File, PCB Staff— K-M

Box 8 - Presidential Clemency Board Subject File Accretion

Status	Title
CLOSED	Personnel File, PCB Staff— N-R
CLOSED	Personnel File, PCB Staff— S-Z
OPEN	Photographs [transferred to AV]
OPEN	Policy Considerations Affecting Discipline/Administration Treatment of Deserters
OPEN	Presidential Clemency Board Members
OPEN	Presidential Clemency Board Performance [Lenin and Associates Memo 10/28/74]
CLOSED	Presidential Pardons: Power and Benefits
OPEN	Presidential Photos [transferred to AV]
CLOSED	Press Clippings (1)-(3)
CLOSED	Professional Staffing Requirements
CLOSED	Project 100,000
CLOSED	Projected Clemency Actions-Flow Chart
CLOSED	Proposed Case Preparation-10/28/1974
CLOSED	Proposed Organizational Structural Process
CLOSED	Recommendation Factors in Individual Cases
CLOSED	Regulations (1)-(2)
OPEN	Report of the Interagency Team
OPEN	Report of the Interagency Team-Draft

Box 9 - Presidential Clemency Board Subject File Accretion

Status	Title
OPEN	Requests for Obtaining Records
CLOSED	Resumes (1)-(5)
CLOSED	Role of the Public Information Office
CLOSED	Selective Service System—Reconciliation Service Manual (1)-(2)

Status	Title
CLOSED	Society for Ethical Culture
CLOSED	Southworth v. Gabriel and Goodell
CLOSED	Speaking Engagements—AEI 5/27/1975
CLOSED	Standard Operating Procedure—Record Disposal

Box 10 - Presidential Clemency Board Subject File Accretion

Status	Title
OPEN	Status Reports—Application Totals (1)-(2)
CLOSED	Status Reports-Team Administration
CLOSED	Tax Forms-Board Members—6/24/1975
CLOSED	Telegrams
CLOSED	Telephone Directories and Messages
CLOSED	Telephone Log 11/5/1974-5/1/1975 (1)-(2)
CLOSED	Temporary Secretarial Help
CLOSED	Time and Attendance Records
CLOSED	Training Handbook (1)-(3)
CLOSED	Travel Voucher Forms [folder received empty]
CLOSED	Urgent Need for DoD Marginal Performer Discharge Program-GAO Report
CLOSED	War Resisters Information Center
CLOSED	White House Military Aides Office
CLOSED	White House Standards of Conduct (1)-(2)
CLOSED	Work Copies of File Lists

Box 11 - Presidential Clemency Board Subject File Accretion

Status	Title
CLOSED	Work Plan-Draft
CLOSED	Worksheets—PCB
CLOSED	Youth Correction Act

Presidential Clemency Board Meeting Minutes, 1974-1975.

(Boxes 11-12, 0.4 linear feet)

Minutes of the Clemency Board's meetings from October 1974 to September 1975.

Minutes contain discussions of the board's practices, organization, case loads, and other administrative issues.

Arranged chronologically.

Box 11 (Continued) - Presidential Clemency Board Meeting Minutes

Status	Title
OPEN	Memos RE: Board Meetings
OPEN	October 7-8, 1974
OPEN	October 23-24, 1974
OPEN	October 30, 1974
OPEN	November 7, 1974
OPEN	November 22-23, 1974
OPEN	December 5-6, 1974
OPEN	December 12-13, 1974
OPEN	January 9-10, 1975
OPEN	February 6-8, 1975
OPEN	March 6-8, 1975
OPEN	April 3-4, 1975
OPEN	May 8-10, 1975
OPEN	May 22-24, 1975
OPEN	June 4, 6, 7, 1975
OPEN	June 13, 1975
OPEN	June 17-18, 1975
OPEN	June 23, 1975

Box 12 - Presidential Clemency Board Meeting Minutes

Status	Title
OPEN	June 25, 1975
OPEN	July 2, 1975
OPEN	July 3, 1975
OPEN	July 8, 1975
OPEN	July 11, 1975

Status	Title
OPEN	July 12, 1975 [Special Subcommittee on Alternative Service]
OPEN	July 14, 1975
OPEN	July 15, 1975
OPEN	July 25, 1975
OPEN	July 31, 1975
OPEN	August 6-8, 1975
OPEN	August 13, 1975
OPEN	August 20-21, 1975
OPEN	August 23-24, 1975
OPEN	August 28, 1975
OPEN	August 30, 1975
OPEN	August 31, 1975
OPEN	September 4, 1975
OPEN	September 8-9, 1975

Presidential Clemency Board Recommendations to the President, 1974-1975.

(Boxes 12-14, 1.0 linear feet)

Memoranda, pardon lists issued by the White House, and case summaries of applicants giving details of their cases. Case summaries are anonymous and only identify applicants by case number. This series begins with the second set of recommendations from December 21, 1974. Copies of the first set of recommendations from November 25, 1974 can be found in box 6 of the Charles Goodell Papers. Many of the documents housed in this series are duplicates of those found in the White House Central Files JL series, and the Charles Goodell Papers. (Note: Review of this series for opening is not yet complete, but if you contact the Library in advance of your visit, we may be able to open specific individual folders for research use.)

Arranged chronologically.

Box 12 (Continued) - Presidential Clemency Board Recommendations to the President

Status	Title
CLOSED	Second Set of Recommendations—12/21/1974
CLOSED	Third Set of Recommendations—3/26/1975 (1)—(3)
CLOSED	Fourth Set of Recommendations—5/5/1975 (1)-(4)

Box 13 - Presidential Clemency Board Recommendations to the President

Status	Title
CLOSED	Fifth Set of Recommendations -5/26/1975 (1)—(3)
CLOSED	Sixth Set of Recommendations- 6/27/1975 (1)-(7)
CLOSED	Seventh Set of Recommendations- 7/29/1975 (1)-(3)

Box 14 - Presidential Clemency Board Recommendations to the President

Status	Title
CLOSED	Seventh Set of Recommendations to the President—7/29/1975 (4) - (15)

Presidential Clemency Board Decision Lists, 1974-75.

(Boxes 15-16, 0.6 linear feet)

Worksheets, memos, and decision lists chronicling the status of applicants' cases with regard to the PCB. Decision lists are anonymous and only identify applicants by case number. (Note: Review of this series for opening is not yet complete, but if you contact the Library in advance of your visit, we may be able to open specific individual folders for research use.)

Arranged chronologically.

Box 15 - Presidential Clemency Board Decision Lists

Status	Title
CLOSED	Board and Panel Assignments
CLOSED	Decision Forms
CLOSED	October 1974
CLOSED	November 1974 [analysis of tentative board decisions 11/20/1974]
CLOSED	December 1974
CLOSED	January 1975
CLOSED	February 1975

Status	Title
CLOSED	March 1975
CLOSED	April 1975
CLOSED	May 1975 (1)- (2)
CLOSED	June 1975 (1) - (6)
CLOSED	July 1975 (1) - (4)

Box 16 - Presidential Clemency Board Decision Lists

Status	Title
CLOSED	July 1975 (5)-(6)
CLOSED	August 1975 (1)- (5)
CLOSED	September 1975

Presidential Clemency Board Staff Name File, 1974-1975.

(Boxes 16-17, 0.6 linear feet)

Memoranda, letters, forms, resumes, and other personnel files for PCB members and staff. (Note: Review of this series for opening is not yet complete, but if you contact the Library in advance of your visit, we may be able to open specific individual folders for research use.)

Arranged alphabetically by staff member.

Box 16 (Continued) - Presidential Clemency Board Staff Name File

Status	Title
CLOSED	Adams, Ralph
CLOSED	Agnich, Fred J.
CLOSED	Baskir, Larry
CLOSED	Broder, Neil
CLOSED	Buck, Richard S.
CLOSED	Chaney, Larry
CLOSED	Craig, Timothy Lee
CLOSED	Dickson, Kenneth W.

Box 17 - Presidential Clemency Board Staff Name File

Status	Title
CLOSED	Dougovito, James

Status	Title
CLOSED	Finch, Robert H.
CLOSED	Ford, W. Antoinette
CLOSED	Ford, Jeanette
CLOSED	Gordon, John
CLOSED	Handwerger, Gretchen
CLOSED	Hawthorne, Earl
CLOSED	Hesburgh, Father Theodore
CLOSED	Hickman, David
CLOSED	Horn, Robert [Housing and Urban Development]
CLOSED	Jordan, Vernon
CLOSED	Klein, Bill
CLOSED	Kodak, Bob
CLOSED	Lally, Francis J.
CLOSED	Lohff, John
CLOSED	MacQueeney, Vincent P.
CLOSED	Maye, James
CLOSED	Meinking, Marilyn [folder arrived empty]
CLOSED	Morrow, E. Frederic
CLOSED	Mott, Charlie
CLOSED	Nickolas, Nia [press officer]
CLOSED	O'Connor, Aida
CLOSED	O'Hare, Tom (1)-(2)
CLOSED	Poole, Jim
CLOSED	Puller, Lewis
CLOSED	Riggs, Harry
CLOSED	Robinson, Barry
CLOSED	Tessler, Mark
CLOSED	Tropp, Richard
CLOSED	Vinson, Joan [media]
CLOSED	Walt, General Lewis W.

Status	Title
CLOSED	Wells, Sally
Presidential Clemency Board Chronological File, 1974-1975.	

(Boxes 18-23, 2.2 linear feet)

This series remains unprocessed and closed to research.

Boxes 18-23 - Presidential Clemency Board Chronological File

[Unprocessed and Closed to Research]

Status	Title
Audiovisual Material Transferred from the Textual Collection.	

All of the items are White House photographs and are in the public domain.

**Items Transferred from the Presidential Clemency Board Subject File
Accretion Series, Box 8, File: Presidential Photos**

Status	Title
OPEN	1991-NLF-038 (001-003) Official Portrait of V.P. Gerald R. Ford (G0013), 1/7/1974, 8x10 color
OPEN	1991-NLF-038 (004-008) First Official Portrait of President Gerald R. Ford; stamped on the back: "This is an exact reproduction of the President's signature." (A0381), 8/27/1974, 8x10 color
OPEN	1991-NLF-038 (004-009) Ford children watching the swearing-in of Gerald R. Ford as 38th President of the United States (A0003-09A), 8/9/1974, 8x10 color

**Items Transferred from the Presidential Clemency Board Subject File
Accretion Series, Box 8, File: Photographs**

Status	Title
OPEN	1991-NLF-038 (010-012) Meeting of the New Appointees to the Presidential Clemency Board, (A4374-17A), 5/5/1975, 8x10 b/w

Status	Title
OPEN	1991-NLF-038 (013-015) Meeting of the New Appointees to the Presidential Clemency Board, (A4374-12A), 5/5/1975, 8x10 bw
OPEN	1991-NLF-038 (016) Meeting of the New Appointees to the Presidential Clemency Board, (A4374-18A), 5/5/1975, 8x10 bw
OPEN	1991-NLF-038 (017) Clemency Board Signing Ceremony For the First Warrants for Clemency (A2216-07), 11/29/1974, 8x10 bw