

**8/2/77 [1]**

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THE PRESIDENT'S SCHEDULE

Tuesday - August 2, 1977

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8:15 Dr. Zbigniew Brzezinski - The Oval Office.

8:45 Mr. Frank Moore - The Oval Office.

9:15  
(30 min.) Congressman Al Ullman. (Mr. Frank Moore).  
The Cabinet Room.

10:45 Mr. Jody Powell - The Oval Office.

11:25  
(5 min.) Mr. Jack Crockford - The Oval Office.

11:30 Vice President Walter F. Mondale,  
Admiral Stansfield Turner, and Dr. Zbigniew  
Brzezinski - The Oval Office.

12:15 Lunch with His Eminence Terence Cardinal  
Cooke of New York - The Oval Office.

2:00  
(30 min.) Meeting with Secretary Harold Brown.  
(Mr. Jack Watson) - The Cabinet Room.

THE WHITE HOUSE  
WASHINGTON  
August 2, 1977

Stu Eizenstat

The attached was returned in  
the President's outbox. It is  
forwarded to you for appropriate  
handling.

cc: Rick Hutcheson  
The Vice President  
Jack Watson  
Bert Lance  
Charlie Schultze

RE: WELFARE REFORM

THE WHITE HOUSE  
WASHINGTON

	FOR STAFFING
	FOR INFORMATION
<input checked="" type="checkbox"/>	FROM PRESIDENT'S OUTBOX
<input checked="" type="checkbox"/>	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

ACTION	FYI	
	<input checked="" type="checkbox"/>	MONDALE
		COSTANZA
<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	EIZENSTAT
		JORDAN
		LIPSHUTZ
		MOORE
		POWELL
	<input checked="" type="checkbox"/>	WATSON
	<input checked="" type="checkbox"/>	LANCE
	<input checked="" type="checkbox"/>	SCHULTZE

	ENROLLED BILL
	AGENCY REPORT
	CAB DECISION
	EXECUTIVE ORDER
	Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day

	ARAGON
	BOURNE
	BRZEZINSKI
	BUTLER
	CARP
	H. CARTER
	CLOUGH
	FALLOWS
	FIRST LADY
	HARDEN
	HUTCHESON
	JAGODA
	KING

	KRAFT
	LINDER
	MITCHELL
	MOE
	PETERSON
	PETTIGREW
	POSTON
	PRESS
	SCHLESINGER
	SCHNEIDERS
	STRAUSS
	VOORDE
	WARREN



THE PRESIDENT HAS SEEN:  
EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET  
WASHINGTON, D.C. 20503

*Stu -  
Work out E  
Bert*

AUG 1 1977

MEMORANDUM FOR THE PRESIDENT

FROM: BERT LANCE

*Jim McIntyre for*

SUBJECT: Welfare Reform

There are two additional points which need to be made on welfare reform:

1. The administrative structure of both cash and employment systems must be the next order of business in welfare planning. I suggest that you ask HEW and DOL to present to you the major decisions on administration of the program within the next month. This timing is necessary so that outlines of the plan can be presented in September hearings. Stu Eizenstat agrees with this recommendation.
2. OMB is in general agreement with the recommendations in the July 31 memo. There are a few points of disagreement, however, where I would like to cast my vote:
  - o Indexing (p. 8): I agree with CEA and DOL that benefits not be indexed but that it be made clear that we will not let the aggregate real value of benefits decline.
  - o Maintenance of effort (p. 9): I agree with the objectives stated, but am concerned that the implications of this new idea be thoroughly analyzed in the next few days before any details are included in your message.

*agree*

*?*

o Additions to the program (pp. 20-21):

-- The first four recommendations (informal foster care, family-based filing unit, grandfathering SSI recipients for Federal benefit, and child care) are politically the most important. If you agree to one or all of them, I can put my staff to work with the Departments to explore ways to lower the cost of these program changes. We think some may be possible.

*good*

-- I would recommend against approving the three remaining recommendations (Federal sharing in supplementation of PSE wages, premiums for work leaders, and an increase in emergency assistance).

*agree*

**Electrostatic Copy Made  
for Preservation Purposes**

THE WHITE HOUSE  
WASHINGTON

August 2, 1977

Frank Moore -

The attached was returned in  
the President's outbox. It is  
forwarded to you for your  
information.

Rick Hutcheson

Re: Congressman Dawson Mathis

*+ Spencer Lee*

THE WHITE HOUSE  
WASHINGTON

	FOR STAFFING
	FOR INFORMATION
<input checked="" type="checkbox"/>	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

ACTION  
FYI

	MONDALE
	COSTANZA
	EIZENSTAT
	JORDAN
	LIPSHUTZ
<input checked="" type="checkbox"/>	MOORE
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	ENROLLED BILL
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	POSTON
	PRESS
	SCHLESINGER
	SCHNEIDERS
	STRAUSS
	VOORDE
	WARREN

THE WHITE HOUSE

WASHINGTON

August 2, 1977

MEMORANDUM FOR THE PRESIDENT

FROM: FRANK MOORE *F.M.*  
SUBJECT: CONGRESSMAN DAWSON MATHIS (D-GA)

Several weeks ago I met with Congressman Dawson Mathis. He has asked for an appointment with you to discuss Spencer Lee. Spencer is, as you know, a good friend of Hamilton's. Hamilton visits him in Albany. Dawson says that the White House is running his opponent's campaign, and he just wants to sit down and talk with you about it.

He can either be with you or against you in his district. As you know, Dawson has a suspected Korean problem and a messy divorce problem. Spencer is running hard and must have him worried.

I have talked about this with Hamilton. Of course, Hamilton cannot deny knowing Spencer but, of course, does not have time to dabble in 2nd District politics.

*I suggest a call to Dawson  
with an invitation to meet  
in L.A. Aug.*

*ok  
J*

THE WHITE HOUSE

WASHINGTON

August 2, 1977

Stu Eizenstat  
Jack Watson  
Peter Bourne

Re: Presidential Message on Drug  
Abuse

The attached was returned in the President's  
outbox and is forwarded to you for your  
information and appropriate action.

The original memo has been given to Bob  
Linder for handling.

Rick Hutcheson

cc: Bob Linder

THE WHITE HOUSE  
WASHINGTON

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	FOR INFORMATION
/	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

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		COSTANZA
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	JAGODA
	KING

	KRAFT
/	LINDER - <i>distributed</i>
	MITCHELL
	MOE
	PETERSON
	PETTIGREW
	POSTON
	PRESS
	SCHLESINGER
	SCHNEIDERS
	STRAUSS
	VOORDE
	WARREN

8/2/77

THE WHITE HOUSE

WASHINGTON

August 1, 1977

MEMORANDUM FOR THE PRESIDENT

FROM: PETER BOURNE P.B.

SUBJECT: PRESIDENTIAL MESSAGE ON DRUG ABUSE

As we discussed I am attaching a letter to the Cabinet officers which I recommend that you send to them along with a copy of the Message.

PGB:ss

Attachments

THE WHITE HOUSE

WASHINGTON

MEMORANDUM FOR SECRETARY OF STATE  
SECRETARY OF TREASURY  
SECRETARY OF DEFENSE  
ATTORNEY GENERAL  
SECRETARY OF LABOR  
SECRETARY OF HEALTH, EDUCATION, AND WELFARE  
SECRETARY OF TRANSPORTATION  
U.S. REPRESENTATIVE TO THE UNITED NATIONS  
DIRECTOR OF THE OFFICE OF MANAGEMENT  
AND BUDGET  
DIRECTOR OF CENTRAL INTELLIGENCE  
ADMINISTRATOR OF VETERANS AFFAIRS

Today I am transmitting to the Congress my Message on Drug Abuse, which is attached. Drug abuse is one of our most serious social problems and I place high priority on reducing the harm that it causes. I count on you to work with me in this effort.

In my Message there are specific directives and tasks for each of you, some to be accomplished within a set time frame. Please coordinate your response with Dr. Peter Bourne, Director of the Office of Drug Abuse Policy. Dr. Bourne and his staff will be responsible for following up on the directives, and will be available to offer you assistance.

*Jimmy Carter*

MEMORANDUM

THE WHITE HOUSE  
WASHINGTON

July 11, 1977

MEMORANDUM FOR: RICK HUTCHESON  
FROM: ZBIGNIEW BRZEZINSKI  
SUBJECT: Narcotics Message



We have quickly reviewed the proposed message for foreign policy implications. There is only one area in which we would like to comment:

I support Eizenstat's recommendation to delete the paragraph on suspension of passports, even with the new clause concerning constitutional provisions. This is a much vexed constitutional issue; this kind of brief reference will do more harm than good. The President should certainly not be put in the position of telling other governments to do something that may violate their legal procedures.

We have not had time to research the point fully but doubt very much Peter Bourne's statement that the passports of terrorists are revoked, except perhaps once they are under indictment or the like.

MEMORANDUM

NATIONAL SECURITY COUNCIL

4119

June 28, 1977

MEMORANDUM FOR: RICK HUTCHESON  
FROM: CHRISTINE DODSON *Christine Dodson*  
SUBJECT: Comments on Bourne Memorandum  
to the Cabinet

The NSC OKs the draft Presidential Message of Drug Abuse with the editing change noted on page 4 which would better indicate a consultative process with President Lopez Michelsen than the original phrasing.

We would also like to recommend for consideration by the writers of the message that, given Colombian President's great concern about the effect of U.S. organized crime on his society as well as the U.S. concern about the same subject, the section referring to this topic on page 7 be given greater emphasis and priority.

Attachment

*ok w/ Lance - by phone*

THE WHITE HOUSE  
WASHINGTON

TO: BERT LANCE  
ZBIGNIEW BRZEZINSKI

FROM: RICK HUTCHESON

Please review the attached proposed drug message, with ~~comments from~~ Stu Eizenstat, and let me know by 12:00 Monday if you have any comments you would like to bring to the President's attention with regard to this message.

*7/9/77*

→ urgent staffing

THE WHITE HOUSE  
WASHINGTON

7/9/77

TO: BERT LANCE  
ZBIGNIEW BRZEZINSKI

FROM: RICK HUTCHESON

Please review the attached proposed drug message, with comments from Stu Eizenstat, and let me know by 12:00 Monday if you have any comments you would like to bring to the President's attention with regard to this message.

THE WHITE HOUSE

WASHINGTON  
July 7, 1977

MEMORANDUM FOR THE PRESIDENT

FROM: JIM FALLOWS *JF*

SUBJECT: Drug Message

Griffin Smith and I have three comments about the draft you are receiving.

1) On page 7, second paragraph, we feel it is unwise to propose revoking the passports of "known major drug traffickers." We have no sympathy for traffickers, and we realize that you may want to try to arrange these sanctions through negotiations with other countries. But even if you do, there seems to be no advantage to announcing that intention now, since it sounds ominous and at least superficially at odds with some of your human-rights statements (which include the right to travel).

2) On page 8, last paragraph, we again feel that there is little to gain and much to lose by announcing that we are considering these steps. If we finally decide that we want to take them, we can say so at the time; but to mention them now will alarm civil liberties groups without a corresponding gain.

3) On page 15, Peter Bourne wants very much to include the sentence now marked in brackets. (It would replace the previous sentence.) Griffin and I feel equally strongly that this is overripe prose of the sort you have avoided in your previous messages.

THE WHITE HOUSE

WASHINGTON

ACTION

July 7, 1977

MEMORANDUM FOR: THE PRESIDENT  
FROM: STU EIZENSTAT *Stu*  
SUBJECT: Message on Drug Abuse

Peter Bourne's draft Presidential message on drug abuse dated July 1, 1977 reflects many of the comments made by the Departments, OMB, and the Policy Staff. This memorandum seeks your guidance on the points of difference which still remain.

1. The original draft directed the Justice Department "in conjunction with the Departments of State and Treasury, to develop, wherever possible, cooperative arrangements with other countries to revoke the passports of known major traffickers, and to freeze assets accumulated in the illegal drug traffic." The Justice Department thought this proposal raised substantial constitutional and civil liberties problems. If a "known" trafficker need not have been convicted (as is apparently proposed), opportunities for serious abuse are clear.

The revised message retains the paragraph but states that the cooperative arrangements must be "consistent with constitutional requirements." The Justice Department now takes no position on whether this paragraph should be in the message.

Recommendation: My recommendation is to delete this paragraph.

-- Under our constitution, I do not believe the government can revoke passports or freeze assets except under circumstances where such measures are already permitted - e.g., to prevent flight of a defendant prior to trial.

-- Nations which do not have our constitutional guarantees may be able to revoke passports. However, in light of your human rights commitment, I do not believe that we should suggest that other nations adopt measures which are unconstitutional here, particularly since there are clear dangers of abuse.

-- Even if passport revocation and freezing of assets is worthy of further study, I do not believe the study should be proposed by you in this drug message. Given the serious civil liberties problems, it makes more sense for the Justice Department to initiate such a study, in a low-key way, if it wishes to do so.

Bob Lipshutz's office agrees that this paragraph should be deleted.

\_\_\_\_\_ Retain paragraph

\_\_\_\_\_ Delete paragraph (recommended)

2. The message directs the Attorney General "to consider the merits of measures denying release prior to trial" for certain serious drug trafficking offenders. OMB points out that this preventive detention proposal raises serious constitutional and civil liberties issues. The Justice Department states that<sup>a</sup> proposal to recommend preventive detention is now being considered at the level of Deputy Attorney General. It takes no position on whether a reference to the proposal should be included in the message.

Recommendation: I recommend that this paragraph on preventive detention be deleted. The Justice Department is already studying the issue. I do not see why you should be out in front of the Justice Department in suggesting a proposal which raises serious civil liberties problems.

Bob Lipshutz's office concurs.

\_\_\_\_\_ Retain preventive detention paragraph

\_\_\_\_\_ Delete preventive detention paragraph (recommended)

3. The message states that "we will also consider increasing the penalties for major traffickers." The Justice Department points out that the maximum penalties are already high and that, therefore, the message seems to be hinting at the possibility of mandatory minimum sentences. The Justice Department generally opposes mandatory minimum sentences and would prefer that the message simply direct the Attorney General "to review the adequacy of the present penalty structure."

Recommendation: During the campaign, you favored more definite sentences, with less judicial discretions ("We must make sentencing swift and sure and more uniform for a given crime", October 15, 1976, Detroit) but not directly support mandatory minimum sentences. These sentences are highly controversial and a drug message is not the proper place to hint at them -- certainly not before -- the Justice Department has made its own recommendations in this area. I believe the sentence on penalties should be revised as the Justice Department suggests.

Bob Lipshutz's office concurs.

- \_\_\_\_\_ Retain reference to increased penalties
- \_\_\_\_\_ Modify reference to penalties (recommended)

4. The message states that you "support legislation widening the jurisdiction of U.S. Magistrates to include all misdemeanor cases of up to one year." This is far broader than the legislation endorsed by the Attorney General (S. 1613) which widens the jurisdiction of U.S. magistrates only with the consent of the court and the parties.

Recommendation: Since the magistrate legislation is controversial, I recommend that the language of the message more closely track S. 1613.

Bob Lipshutz's office concurs.

- \_\_\_\_\_ Retain present language on magistrates
- \_\_\_\_\_ Modify present language on magistrates (recommended)

5. Both HEW and DOT suggest inclusion of sentences concerning the possible effects of marijuana on driving safety. DOT recommends, in addition, that the message ask "the Secretary of Transportation to expedite his Department's efforts to determine the effects of drug use on highway accidents and to evaluate appropriate highway safety measures if warranted."

Recommendation: I see no harm in mentioning the possible adverse effects of marijuana use on driving or in calling for an expedited DOT study.

- \_\_\_\_\_ Leave message as is
- \_\_\_\_\_ Add reference to marijuana and driving (recommended)
- \_\_\_\_\_ Add request for expedited DOT study (recommended)

6. The message talks about your establishment of the Office of Drug Abuse Policy to coordinate federal action and to formulate comprehensive national policy. Careful consideration should be given to the extent to which the work of this office should be mentioned, in light of the Executive Office of the President study by OMB which recommends that the Office be terminated at the end of one year.

\_\_\_\_\_ Leave message as is

\_\_\_\_\_ Delete reference to ODAP

7. I am very concerned about the marijuana section of this message. This will certainly be the headline story in the message. While during the campaign you talked about the decriminalization of federal laws dealing with marijuana, you also stressed the need for civil penalties for possession of small amounts (September 3, 1976, Plains, Ga.) The point of decriminalization is not that its use should be encouraged but that civil penalties are more appropriate. Unfortunately, there is no mention of civil penalties in the message.

You also indicated in the campaign that you wanted to place heavy emphasis on punishing the "pushers" of hard drugs (September 3, 1976, Plains, Ga.) The message contains no reference to pushers of marijuana.

In general, I believe the section on marijuana is written in an almost laudatory tone, which I believe is unfortunate. Sentences such as "marijuana has become an established fact throughout our society, and the sky has not fallen", "research studies indicate it may have beneficial uses in the treatment of certain types of illness", and a suggestion that the states should repeal their criminal prohibitions "thus bringing to a close and unhappy and misguided chapter in our history" almost seem to be a positive recommendation of the drug.

Further, I would disagree with the statement that "the evidence to date shows that the medical damage done by marijuana as it is used in our country today is minimal." From what I have seen, the studies on medical damage are very mixed, some indicating the contrary. During the campaign you said, "I don't approve of the use of marijuana. The medical effects of persistent use of marijuana still concern me very much."

When you were asked if you thought the use of marijuana is more harmful than liquor, you said, "I think so. I can't say for sure. One of the bad things about marijuana is that quite often it's used in an environment consistent with much more habit-forming drugs. I don't think there's any evidence that marijuana is habit-forming, but no adequate study of marijuana's final effects has yet been conducted." (September 3, 1976, Plains, Ga.)

\_\_\_\_\_ Leave message as is

\_\_\_\_\_ Modify references marijuana as indicated above

8. I question the proposal to move the Addiction Research Center in Kentucky to Washington, D.C., certainly without full consultation with the Governor of Kentucky and the Kentucky Congressional Delegation. It would seem to me that the additional functions could be added to the Center while keeping it in Kentucky.

\_\_\_\_\_ Leave message as is.

\_\_\_\_\_ Remove this statement until further consultation takes place

Before this message is delivered to Congress, Peter, Frank Moore and I should follow over regular practice of briefing key Congressional leaders. Because of the international aspects of Peter's proposals, the N.S.C. should comment.

THE WHITE HOUSE

WASHINGTON

July 7, 1977

MEMORANDUM TO THE PRESIDENT

FROM: Peter Bourne *P.B.*

SUBJECT: Drug Message

The attached draft of the drug message has incorporated all comments and suggestions from the agencies and departments concerned. Although all relevant cabinet officers have endorsed all provisions of the message certain people including Joe Onek, Jim Fallows, and some individuals in OMB have expressed strong feelings about certain specific issues. Although they are willing to let me override them, they are emotional issues that I wanted to draw to your attention so that you could make the final decision as to whether you wish to include them.

(1) Revocation of passports. (page 7) The Drug Enforcement Administration states that this has proven one of the most effective ways to reach major traffickers in order to prevent them from fleeing judicial proceedings and avoiding justice. Other countries will cooperate with us in implementing this program. Traffickers should be placed in the same category as international terrorists upon whom this restriction is now imposed.

The primary objection raised by several people is that this might seem to be in conflict with your human rights statements guaranteeing people freedom of travel.

(2) Pretrial detention. (page 8) You are directing the Attorney General to study the merits of proposals which would deny pretrial release to certain persons charged with serious trafficking offenses. Prosecutors and enforcement agents say that this procedure would prevent some major traffickers from escaping trial and eventual conviction because they have the financial resources to post bond and leave the country. At the present one out of 2 major traffickers never make it to trial. Procedural safeguards would be included in any proposal to ensure due process.

Joe Onek and Tred Davis in particular are concerned about the constitutional aspects of denying bail. It is however, acceptable to the Justice Department.

MEMORANDUM TO THE PRESIDENT  
FROM: Peter Bourne  
SUBJECT: Drug Message

(3) Disclosure and summoning provisions of the Tax Reform Act. Representatives from the Department of Justice and others agree that these provisions will seriously inhibit the investigations of individuals such as drug traffickers who violate not only the tax laws but also other laws. The use of tax-related information has in the past been an effective tool to reach these criminals. In the Message, you highlight the need for protecting privacy interests but request the undertaking of a study of the potential difficulties the tax laws may present.

The objections from several people center around the potential for abuse of the IRS returns as occurred in the Nixon years.

I firmly believe that inclusion of these three provisions is necessary to underline the need for effective enforcement efforts against drug traffickers. It ensures that the Message will be balanced, recognizing the importance of the international, the treatment and rehabilitation, and the enforcement aspects of the problem. I do not want it to look as though you are being soft on traffickers.

Jim also suggest we delete the following phrase from the last paragraph of the Message: "We can bring together the resources of the Federal government intelligently to help protect the overwhelming majority of the public who never abuse drugs but for whom it poses the threat of broken families, a lost child, or fear to walk the streets at night." This phrase states that drug abuse affects not only addicts but others. If we can relate drug abuse to the concerns of the average citizen, we will have a far greater impact on the public and show our concern for the welfare of the non-drug abuser who is touched by this problem, thereby hopefully gaining his support for our efforts. The prose may be over-ripe as Jim suggests, but I would like to retain the intent.

We need to decide a mechanism with which to deliver this message. I suggest a meeting of the Strategy Council, at which you would release the statement and charge the members of the Cabinet with their specific tasks.

PGB:ss

PRESIDENTIAL MESSAGE ON DRUG ABUSE

Drug abuse continues to be a serious social problem in America. The lives of hundreds of thousands of people are blighted by their dependence on drugs. Many communities remain unsafe because of drug-related street crime, and the immense profits made in the illicit drug traffic help support the power and influence of organized crime. Among young American men aged 18-24 years, drugs are the fourth most common cause of death: only automobile accidents, homicides, and suicides rank higher. The estimated cost of drug abuse in America exceeds 15 billion dollars each year. Among some minority groups, the incidence of addiction and the harm it inflicts are disproportionate.

Drug addiction, which in recent years was viewed as a problem peculiar to America, now affects people throughout the world. We can no longer concern ourselves merely with keeping illicit drugs out of the United States, but we must join with other nations to deal with this global problem by combatting drug traffickers and sharing our knowledge and resources to help treat addiction wherever it occurs.

We must set realistic objectives, giving our foremost attention domestically to those drugs that pose the greatest threat to health, and to our ability to reduce crime. Since heroin, barbiturates and other sedative/hypnotic drugs account for 90 per cent of the deaths from drug abuse, they should receive our principal emphasis.

My goals are to discourage all drug abuse in America -- including the abuse of alcohol and tobacco -- and to reduce to a minimum the harm it causes when it does occur. To achieve these goals with the resources available, effective management and direction are essential. Because the federal effort is currently divided among more than twenty different, and often competing, agencies, I have established the Office of Drug Abuse Policy to coordinate Federal action and to formulate a comprehensive national policy. This Office will end the long-standing fragmentation among our international programs, drug law enforcement, treatment and rehabilitation, prevention, and regulatory activities. I will also seek the counsel and active involvement of members of the Cabinet and heads of major independent agencies on all drug abuse policy questions, through a revitalized Strategy Council on Drug Abuse. The Office of Drug Abuse Policy will cooperate with the Office of Management and Budget in examining the functions of the various agencies involved in this field and in recommending to me whatever organizational changes are appropriate.

International Cooperation

For certain drugs originally derived from plant sources outside the United States, especially heroin and cocaine, diplomatic agreements against cultivation and trafficking are indispensable. Turkey -- once virtually the sole source of heroin supply in this country -- is now gone from the illicit market as the result of such an agreement. The enormous profits generated by the illicit drug traffic distort the economies of many smaller countries, aggravating inflation and draining tax revenues; they also engender corruption and corrode political stability. We must work closely with other governments to assist them in their efforts to eradicate the cultivation of drugs, and to develop legitimate alternative sources of income for the impoverished farmers who have for generations raised and sold crops such as opium.

We have made significant progress in the last few months. In February, I discussed with President Lopez-Portillo of Mexico my deep concern about the illegal cultivation of opium in his country. Under his strong leadership, the eradication program has been intensified and is producing dramatic results, significantly reducing the availability of heroin in many American cities. In addition, President Ne Win of Burma and Prime Minister Thanin of Thailand have shown a resolute determination to control drug cultivation and trafficking in their countries. Most recently, I have received from President Lopez-Michelsen of Colombia assurances of his strong desire to cooperate in curtailing the flow of

drugs between our two countries.

As a result of these efforts and those of the Drug Enforcement Administration, the availability and purity of heroin in our country has dropped in the last six months to one of the lowest levels in recent history.

There is, however, more that we can do:

(1) I am directing the Secretary of State to give greater emphasis to the international narcotics control program and to reiterate to foreign governments our strong desire to curtail production of, and traffic in, illicit drugs.

(2) To this end, I am directing the Administrator of the Agency for International Development to include such measures as crop and income substitution in its development programs for countries which contribute to the illicit drug market. I expect the Secretary of State to continue to call on other agencies and departments, such as the Drug Enforcement Administration, the U.S. Customs Service, the U.S. Department of Agriculture, and the National Institute on Drug Abuse, to assist in the international narcotics control program according to the special expertise of each.

(3) I am directing the intelligence community to emphasize the collection and analysis of information relating to international drug trafficking.

(4) I strongly support the work of the United Nations Fund for Drug Abuse Control (UNFDAC), the United Nations

Commission on Narcotic Drugs, the International Narcotics Control Board, the World Health Organization, and other organizations working within the framework of the United Nations in their efforts to help drug-producing countries find alternate crops, improve drug control measures, and make treatment resources available.

(5) I am instructing the United States representatives to the loan committees of the Regional Development Banks and other international financial institutions to use their votes and influence to encourage well designed rural development and income substitution projects in countries which now produce dangerous drugs, and to ensure that assistance is not used to foster the growth of crops like opium and coca.

(6) Because of the need to improve international controls over dangerous drugs which have legitimate medical uses, like barbiturates and amphetamines, I urge the Congress to adopt legislation implementing the Convention on Psychotropic Substances, and I urge the Senate to ratify this treaty promptly.

(7) In my communications with foreign leaders, I will emphasize international cooperation among drug law enforcement agencies, so that intelligence and technical expertise can be shared. I will encourage them to send law enforcement officials to work with us to stop the flow of drugs through other countries. This kind of cooperation has already begun in Bangkok among French, German, British, Dutch, American and Thai officials.

I will, in addition, promote the international sharing of knowledge and expertise in the treatment of drug abuse. We will make a special effort to share our experience, especially with those nations which have serious drug problems, and which are working with us in the effort to control drug sources and prevent drug abuse. Our program will encompass training, research and technical assistance projects, including providing American experts as consultants.

#### Law Enforcement

We must vigorously enforce our laws against those who traffic in drugs, so that the attraction of large profits is outweighed by the risk of detection and the likelihood of conviction. The Federal Government's job is to deter, and where possible prevent entirely, illegal importation and major trafficking of controlled substances. Often large-scale financiers of the illegal drug trade never come into direct contact with drugs. Through the cooperative efforts of the various agencies involved, we will attack the financial resources of these traffickers who provide the capital needed to support the smuggling of drugs into the country. Drug traffickers must understand that they face swift, certain, and severe punishment; and our law enforcement and judicial systems must have the resources to make this prospect a very real threat. We must allocate our resources intelligently, revise our penalty structure where necessary to concentrate on the actions (and the drugs) that are most dangerous, and improve the administration of justice.

Therefore:

- I am directing the Attorney General to intensify investigations of the link between organized crime and the drug traffic, and to recommend appropriate measures to be taken against these organizations.
- I am directing the Department of Justice in conjunction with the Departments of State and Treasury to develop, consistent with Constitutional requirements, arrangements with other countries to revoke the passports of known major traffickers, and to freeze assets accumulated in the illegal drug traffic.
- To ease the burden on the United States District Courts, which must hear major drug cases, I support legislation widening the jurisdiction of U.S. Magistrates to include all misdemeanor offenses which carry sentences of up to one year.
- In 18 United States Attorneys' Offices, special units devoted to the prosecution of major drug traffickers exist. The Department of Justice is now expanding this program to include additional units.
- I support legislation raising from \$2,500 to \$10,000 the value of property which can be seized and forfeited from drug violators by administrative action, including cash within the definition of seizable property. Amounts above this figure will continue to require court proceedings.

• I am directing the Office of Drug Abuse Policy to recommend to me the appropriate federal drug law enforcement role in the light of currently available resources -- state, local and federal. For nearly a decade, federal support of state and local enforcement activity has steadily expanded. The time is ripe to evaluate the results of this effort -- to determine whether federal participation should be altered, and to determine the proper division of responsibility between federal and local officials. The Office of Drug Abuse Policy has already begun the first phase of this review, which includes consideration of border security and drug trafficking intelligence.

• I am directing the Attorney General to study the merits of proposals which would deny pre-trial release to certain persons charged with trafficking in drugs posing the greatest threat to health, and to give me his recommendations within 90 days. At the present time, some persons charged with major drug offenses can use their immense wealth to post bail and escape justice. If enactment of such proposals appears to be necessary, their application should be restricted to persons who, for example, have been previously convicted of a felony involving drugs, or are on parole, or are convicted fugitives, or possess a false passport, and it should include a provision granting the accused an expedited trial.

- 9-
- I am directing the Attorney General to study the need to increase the penalties for major trafficking offenses; and to give me his recommendations within 90 days.
  - I also have considered requesting changes in the Tax Reform Act of 1976. Some of its provisions -- such as those for disclosure and summoning -- were designed to protect the privacy of citizens but may also impede unnecessarily the investigation of narcotics trafficking cases. I am asking the appropriate federal agencies to determine the difficulties these provisions present to effective law enforcement. If it appears they can be amended to improve law enforcement without infringing upon legitimate privacy interests, I will submit legislation to the Congress.

### Marijuana

Marijuana continues to be an emotional and controversial issue. After four decades, efforts to discourage its use with stringent laws have still not been successful. More than 45 million Americans have tried marijuana and an estimated 11 million are regular users. Drug laws should be written to discourage drug abuse, but not at the price of undermining respect for the law. Too often, they have reflected moral disapproval and fear instead of reasoned and dispassionate judgment. Penalties against possession of a drug should not be more damaging to an individual than the use of the drug itself; and where they are, they should be changed.

Nowhere is this more clear than in the laws against possession of marijuana in private for personal use. The evidence to date shows that the medical damage done by marijuana as it is used in our country today is minimal, and recent research studies indicate it may have beneficial uses in the treatment of certain types of illness.

Marijuana has become an established fact throughout our society, and the sky has not fallen. We can, and should, continue to discourage its use, but this can be done without defining the smoker as a criminal. There is incalculable social harm in marking so many Americans with the stigma (or even the risk) of a criminal record. States which have already removed criminal penalties for marijuana use, like Oregon and California, have not noted any significant increase in marijuana smoking. The National Commission on Marihuana and Drug Abuse concluded five years ago that marijuana use should be decriminalized, and I believe it is time to implement those basic recommendations.

Therefore, I support legislation amending federal law to eliminate all federal penalties for the possession of up to one ounce of marijuana. This will leave the states free to adopt whatever laws they wish concerning the marijuana smoker. My hope is that all states will soon follow suit and repeal their criminal prohibitions against these activities, thus bringing to a close an unhappy and misguided chapter in our history.

## Drug Treatment

My immediate objective will be to widen the scope and improve the effectiveness of Federal drug treatment programs. In conception and in practice, they have been too narrow. Drug addiction can be cured; but we must not only treat the immediate effects of the drugs, we must also provide adequate rehabilitation, including job training, to help the addict regain a productive role in society. In the past, Federal programs have given disproportionate attention to the heroin addict while neglecting those who are dependent on other drugs.

To improve the quality of Federal drug treatment, I am recommending these steps:

- In recognition of the devastating effects that certain non-opiate drugs can have if abused, I am directing the Secretary of Health, Education, and Welfare to expand resources devoted to care for abusers of barbiturates, amphetamines, and multiple drugs used in combination, including alcohol.
- To help drug abusers return to productive lives, I am directing the Secretary of Labor to identify all Federal employment assistance programs which can help former drug abusers and to give me, within 120 days, his recommendations for increasing the access of drug abusers to them.

. A sustained effort must be made to identify the reasons that people turn to drugs, including alcohol and cigarettes. We should seek more effective ways to make people aware of the health problems associated with such substances (particularly cigarettes and alcohol) and to respond in more constructive ways to the human and psychological needs they satisfy.

#### Drug Research

In the past, there has been no serious attempt to coordinate Federal research on opiates and alcohol despite the many similarities in the effects of these two drugs. A joint Federal research center might not only save money, but also lead to greater scientific understanding of addiction problems. Therefore I am directing the Secretary of Health, Education, and Welfare to study the feasibility of moving the Addiction Research Center, presently located in Lexington, Kentucky, to Washington, D. C., and making it responsible for coordinated research and a variety of drugs, including opiates, alcohol, and tobacco.

#### Administrative Action

Improved treatment and prevention programs should be accompanied by appropriate changes in Federal regulations, administrative practices, and enforcement, among which are these:

. First, I am recommending a conscious and deliberate increase in attention throughout the Federal Government to the problems related to the abuse of drugs that come originally from legitimate medical sources. Of particular concern are barbiturates, which despite their recognized medical use, are responsible for many deaths

and are frequently used in suicide attempts.

The withdrawal reaction of patients addicted to barbiturates can be more difficult and more dangerous than that associated with heroin withdrawal. They are frequently oversold, overprescribed, and overused.

Therefore, I will:

-- Instruct the Secretary of Health, Education, and Welfare to undertake a study of barbiturates and other sedative/hypnotic drugs to determine the conditions under which they can be most safely used.

-- Instruct the Secretary of Defense, the Secretary of Health, Education, and Welfare, and the Administrator Veterans' Affairs to review the prescribing practices of physicians under their jurisdiction, and to discourage the medical use of barbiturates and sedative/hypnotics except in cases where it is unmistakably justified.

-- Continue the program, already begun at my direction, by which the Drug Enforcement Administration has instructed its regional offices and regulatory task forces to give priority attention to barbiturate cases. DEA has also begun to investigate the "street" market in order to determine the source of illegal supplies so that suitable Federal action may be taken. In the near future, DEA will conduct a special accelerated audit of the 120 companies lawfully manufacturing barbiturates in this country and will also notify foreign governments of our desire to see them control their barbiturate exports strictly.

- Second, I am directing the Secretary of Health, Education, and Welfare to review those sedative/hypnotic drugs particularly subject to abuse to determine whether any should be removed from the market, taking into consideration not only their safety to the individual but also the dangers they pose to the public at large.

- Third, I support legislation giving the Food & Drug Administration the authority to apply standards of safety and efficacy to all drugs, by repealing those laws which exempt a variety of drugs because they were placed on the market before a certain date. A number of barbiturates fit into this category.

- Fourth,

Some physicians still knowingly overprescribe a wide variety of drugs. Although, as a result of careful education, physicians have voluntarily reduced their prescriptions for barbiturates by 73 per cent during the last five years, a few are continuing to misprescribe these<sup>and</sup> other drugs deliberately. I am directing the Attorney General, in full cooperation with State officials, to begin a concerted drive to identify and prosecute these violators.

No government can completely protect its citizens from all harm -- not by legislation, or by regulation, or by medicine, or by advice. Drugs cannot be forced out of existence; they will be with us for as long as people find in them the relief or satisfaction they desire. But the harm caused by drug abuse can be reduced. We cannot talk in absolutes -- that drug abuse will cease, that no more illegal drugs will cross our borders -- because if we are honest with ourselves we know that is beyond our power. But we can bring together the resources of the Federal Government intelligently to protect our society and help those who suffer.

[ We can bring together the resources of the Federal Government intelligently to help protect the overwhelming majority of the public who never abuse drugs but for whom it poses the threat of broken families, a lost child or fear to walk the streets at night.] Beyond that, we must understand why people seek the experience of drugs, and address ourselves to those reasons. For it is ultimately the strength of the American people, of our values and our society, that will determine whether we can put an end to drug abuse.

# # #

PRESIDENTIAL MESSAGE: LEGISLATION CITED

<u>Issue</u>	<u>Status</u>
1. Convention on Psychotropic Substances enabling legislation.	We have received Congressman Rogers' Subcommittee's latest draft. Mr. Rogers has agreed to introduce it, after Administration sign-off, the day of or the day after the Presidential message.
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3. Proposal to allow FDA to review drugs on the market before 1938.	Congressman Rogers has introduced a bill to allow this (H.R. 1603)
4. Proposal to widen magistrates jurisdiction to handle certain cases.	Two bills (S.1613 and H.R. 7493) have been introduced to do this. The Department of Justice has supported these measures.
5. Raising the value of property which can be seized by the government through administrative channels from \$2,500 to \$10,000.	Three bills are now pending in the Congress which would do this (S.850, H.R.2462 and H.R.3299). They are not Administration bills and include provisions instituting mandatory minimum sentences. We may wish to make a separate Administration proposal.

## PRESIDENTIAL MESSAGE ON DRUG ABUSE

Drug abuse continues to be a serious social problem in America. The lives of hundreds of thousands of people are blighted by their dependence on drugs. Many communities remain unsafe because of drug-related street crime, and the immense profits made in the illicit drug traffic help support the power and influence of organized crime. Among young American men aged 18-24 years, drugs are the fourth most common cause of death: only automobile accidents, homicides, and suicides rank higher. The estimated cost of drug abuse in America exceeds 15 billion dollars each year. Among some minority groups, the incidence of addiction and the harm it inflicts are disproportionate.

Drug addiction, which in recent years was viewed as a problem peculiar to America, now affects people throughout the world. We can no longer concern ourselves merely with keeping illicit drugs out of the United States, but we must join with other nations to deal with this global problem by combatting drug traffickers and sharing our knowledge and resources to help treat addiction wherever it occurs.

We must set realistic objectives, giving our foremost attention domestically to those drugs that pose the greatest threat to health, and to our ability to reduce crime. Since heroin, barbiturates and other sedative/hypnotic drugs account for 90 per cent of the deaths from drug abuse, they should receive our principal emphasis.

My goals are to discourage all drug abuse in America -- including the abuse of alcohol and tobacco -- and to reduce to a minimum the harm it causes when it does occur. To achieve these goals with the resources available, effective management and direction are essential. Because the federal effort is currently divided among more than twenty different, and often competing, agencies, I have established the Office of Drug Abuse Policy to coordinate Federal action and to formulate a comprehensive national policy. This Office will end the long-standing fragmentation among our international programs, drug law enforcement, treatment and rehabilitation, prevention, and regulatory activities. I will also seek the counsel and active involvement of members of the Cabinet and heads of major independent agencies on all drug abuse policy questions, through a revitalized Strategy Council on Drug Abuse. The Office of Drug Abuse Policy will cooperate with the Office of Management and Budget in examining the functions of the various agencies involved in this field and in recommending to me whatever organizational changes are appropriate.

International Cooperation

For certain drugs originally derived from plant sources outside the United States, especially heroin and cocaine, diplomatic agreements against cultivation and trafficking are indispensable. Turkey -- once virtually the sole source of heroin supply in this country -- is now gone from the illicit market as the result of such an agreement. The enormous profits generated by the illicit drug traffic distort the economies of many smaller countries, aggravating inflation and draining tax revenues; they also engender corruption and corrode political stability. We must work closely with other governments to assist them in their efforts to eradicate the cultivation of drugs, and to develop legitimate alternative sources of income for the impoverished farmers who have for generations raised and sold crops such as opium.

We have made significant progress in the last few months. In February, I discussed with President Lopez-Portillo of Mexico my deep concern about the illegal cultivation of opium in his country. Under his strong leadership, the eradication program has been intensified and is producing dramatic results, significantly reducing the availability of heroin in many American cities. In addition, President Ne Win of Burma and Prime Minister Thanin of Thailand have shown a resolute determination to control drug cultivation and trafficking in their countries. Most recently, I have received from President Lopez-Michelsen of Colombia assurances of his strong desire to cooperate in curtailing the flow of

drugs between our two countries.

As a result of these efforts and those of the Drug Enforcement Administration, the availability and purity of heroin in our country has dropped in the last six months to one of the lowest levels in recent history.

There is, however, more that we can do:

(1) I am directing the Secretary of State to give greater emphasis to the international narcotics control program and to reiterate to foreign governments our strong desire to curtail production of, and traffic in, illicit drugs.

(2) To this end, I am directing the Administrator of the Agency for International Development to include such measures as crop and income substitution in its development programs for countries which contribute to the illicit drug market. I expect the Secretary of State to continue to call on other agencies and departments, such as the Drug Enforcement Administration, the U.S. Customs Service, the U.S. Department of Agriculture, and the National Institute on Drug Abuse, to assist in the international narcotics control program according to the special expertise of each.

(3) I am directing the intelligence community to emphasize the collection and analysis of information relating to international drug trafficking.

(4) I strongly support the work of the United Nations Fund for Drug Abuse Control (UNFDAC), the United Nations

Commission on Narcotic Drugs, the International Narcotics Control Board, the World Health Organization, and other organizations working within the framework of the United Nations in their efforts to help drug-producing countries find alternate crops, improve drug control measures, and make treatment resources available.

(5) I am instructing the United States representatives to the loan committees of the Regional Development Banks and other international financial institutions to use their votes and influence to encourage well designed rural development and income substitution projects in countries which now produce dangerous drugs, and to ensure that assistance is not used to foster the growth of crops like opium and coca.

(6) Because of the need to improve international controls over dangerous drugs which have legitimate medical uses, like barbiturates and amphetamines, I urge the Congress to adopt legislation implementing the Convention on Psychotropic Substances, and I urge the Senate to ratify this treaty promptly.

(7) In my communications with foreign leaders, I will emphasize international cooperation among drug law enforcement agencies, so that intelligence and technical expertise can be shared. I will encourage them to send law enforcement officials to work with us to stop the flow of drugs through other countries. This kind of cooperation has already begun in Bangkok among French, German, British, Dutch, American and Thai officials.

I will, in addition, promote the international sharing of knowledge and expertise in the treatment of drug abuse. We will make a special effort to share our experience, especially with those nations which have serious drug problems, and which are working with us in the effort to control drug sources and prevent drug abuse. Our program will encompass training, research and technical assistance projects, including providing American experts as consultants.

#### Law Enforcement

We must vigorously enforce our laws against those who traffic in drugs, so that the attraction of large profits is outweighed by the risk of detection and the likelihood of conviction. The Federal Government's job is to deter, and where possible prevent entirely, illegal importation and major trafficking of controlled substances. Often large-scale financiers of the illegal drug trade never come into direct contact with drugs. Through the cooperative efforts of the various agencies involved, we will attack the financial resources of these traffickers who provide the capital needed to support the smuggling of drugs into the country. Drug traffickers must understand that they face swift, certain, and severe punishment; and our law enforcement and judicial systems must have the resources to make this prospect a very real threat. We must allocate our resources intelligently, revise our penalty structure where necessary to concentrate on the actions (and the drugs) that are most dangerous, and improve the administration of justice.

Therefore:

- I am directing the Attorney General to intensify investigations of the link between organized crime and the drug traffic, and to recommend appropriate measures to be taken against these organizations.
- I am directing the Department of Justice in conjunction with the Departments of State and Treasury to develop, consistent with Constitutional requirements, arrangements with other countries to revoke the passports of known major traffickers, and to freeze assets accumulated in the illegal drug traffic.
- To ease the burden on the United States District Courts, which must hear major drug cases, I support legislation widening the jurisdiction of U.S. Magistrates to include all misdemeanor offenses which carry sentences of up to one year.
- In 18 United States Attorneys' Offices, special units devoted to the prosecution of major drug traffickers exist. The Department of Justice is now expanding this program to include additional units.
- I support legislation raising from \$2,500 to \$10,000 the value of property which can be seized and forfeited from drug violators by administrative action, including cash within the definition of seizable property. Amounts above this figure will continue to require court proceedings.

• I am directing the Office of Drug Abuse Policy to recommend to me the appropriate federal drug law enforcement role in the light of currently available resources -- state, local and federal. For nearly a decade, federal support of state and local enforcement activity has steadily expanded. The time is ripe to evaluate the results of this effort -- to determine whether federal participation should be altered, and to determine the proper division of responsibility between federal and local officials. The Office of Drug Abuse Policy has already begun the first phase of this review, which includes consideration of border security and drug trafficking intelligence.

• I am directing the Attorney General to study the merits of proposals which would deny pre-trial release to certain persons charged with trafficking in drugs posing the greatest threat to health, and to give me his recommendations within 90 days. At the present time, some persons charged with major drug offenses can use their immense wealth to post bail and escape justice. If enactment of such proposals appears to be necessary, their application should be restricted to persons who, for example, have been previously convicted of a felony involving drugs, or are on parole, or are convicted fugitives, or possess a false passport, and it should include a provision granting the accused an expedited trial.

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legislation to the Congress.

### Marijuana

Marijuana continues to be an emotional and controversial issue. After four decades, efforts to discourage its use with stringent laws have still not been successful. More than 45 million Americans have tried marijuana and an estimated 11 million are regular users. Drug laws should be written to discourage drug abuse, but not at the price of undermining respect for the law. Too often, they have reflected moral disapproval and fear instead of reasoned and dispassionate judgment. Penalties against possession of a drug should not be more damaging to an individual than the use of the drug itself; and where they are, they should be changed.

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Therefore, I support legislation amending federal law to eliminate all federal penalties for the possession of up to one ounce of marijuana. This will leave the states free to adopt whatever laws they wish concerning the marijuana smoker. My hope is that all states will soon follow suit and repeal their criminal prohibitions against these activities, thus bringing to a close an unhappy and misguided chapter in our history.

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To improve the quality of Federal drug treatment, I am recommending these steps:

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-- Continue the program, already begun at my direction, by which the Drug Enforcement Administration has instructed its regional offices and regulatory task forces to give priority attention to barbiturate cases. DEA has also begun to investigate the "street" market in order to determine the source of illegal supplies so that suitable Federal action may be taken. In the near future, DEA will conduct a special accelerated audit of the 120 companies lawfully manufacturing barbiturates in this country and will also notify foreign governments of our desire to see them control their barbiturate exports strictly.

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[ We can bring together the resources of the Federal Government intelligently to help protect the overwhelming majority of the public who never abuse drugs but for whom it poses the threat of broken families, a lost child or fear to walk the streets at night.] Beyond that, we must understand why people seek the experience of drugs, and address ourselves to those reasons. For it is ultimately the strength of the American people, of our values and our society, that will determine whether we can put an end to drug abuse.

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Date: July 1, 1977

MEMORANDUM

FOR ACTION:

Stu Eizenstat  
Bob Lipshutz  
Jack Watson  
Jim Fallows  
Bert Lance

FOR INFORMATION:

Xc *Camp  
onek*

FROM: Rick Hutcheson, Staff Secretary

SUBJECT: Bourne's memo 7/1/77 re Presidential Message  
on Drug Abuse

YOUR RESPONSE MUST BE DELIVERED  
TO THE STAFF SECRETARY BY:  
TIME: 1:00 PM  
DAY: Wednesday  
DATE: July 6, 1977

ACTION REQUESTED:

Your comments

Other:

NOTE: Message as redrafted by Peter in light of comments.

STAFF RESPONSE:

I concur.

No comment.

*Please note other comments below:*

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

*If you have any questions or if you anticipate a delay in submitting the required*

THE WHITE HOUSE

WASHINGTON

July 1, 1977

MEMORANDUM FOR THE PRESIDENT

FROM: Peter Bourne *P.B.*

SUBJECT: Presidential Message on Drug Abuse

Attached is the Drug Message. I recommend that you present it to the Strategy Council that we will convene during the next two weeks or so.

PGB:ss

Attachment

THE WHITE HOUSE  
WASHINGTON

PRESIDENTIAL MESSAGE ON DRUG ABUSE

Drug abuse continues to be a serious social problem in America. The lives of hundreds of thousands of people are shattered by their dependence on drugs. Many communities remain unsafe because of rampant drug-related street crime, and the immense profits made in the illicit drug traffic help support the power and influence of organized crime. Among young American men aged 18-24 years, drugs are the fourth most common cause of death; only automobile accidents, homicides, and suicides rank higher. It has been estimated that the annual total cost of drug abuse in America exceeds 15 billion dollars. The disproportionate incidence of addiction among minority groups is of special concern. The level of drug abuse and its extraordinary cost can be reduced, but the job will not be easy. DOT

Drug addiction, which was once viewed as a problem of America alone, now afflicts people throughout the world. We can no longer concern ourselves merely with keeping illicit drugs out of the United States, but we must join with the community of nations to deal with what has become a global affliction. We must develop a strategy that addresses the worldwide nature of the drug trafficking networks and the treatment of addiction wherever it occurs.

We must establish our priorities carefully, giving our foremost attention domestically to those drugs that pose the

greatest threat to health, and to our ability to reduce crime in America. Heroin, barbiturates and other sedative/hypnotic drugs are the cause of 90 percent of our drug abuse related deaths, and these drugs, therefore, should receive our greatest emphasis. We must create a balance between tough law enforcement aimed at those who traffic in drugs, and quiet compassion for those who become the unfortunate victims of drug abuse. At the same time, we must set realistic objectives that we may reasonably achieve with the resources available to us.

My goals are to discourage the abuse of all substances including alcohol and tobacco, and to reduce to a minimum the deaths, crime and other social costs that arise when drug abuse does occur. To achieve these goals our Federal resources must be effectively managed. At present, our effort is divided among more than twenty different, and often competing, agencies, so that our policy lacks overall direction. On March 14, I established the Office of Drug Abuse Policy to coordinate the total Federal effort against drug abuse, and to formulate our overall national policy. This Office will seek to end the long-standing fragmentation among our international programs, drug law enforcement, treatment and rehabilitation, prevention, and regulatory activities. I will seek the counsel and active involvement of members of the Cabinet and heads of major independent agencies on all drug abuse policy questions, through a revitalized Strategy Council on Drug Abuse. The Office of Drug Abuse Policy in cooperation with OMB will examine the roles and functions of the various agencies involved in this

*As we want to emphasize what DOJ should do about this*

field and in cooperation with OMB as part of the President's Reorganization Project recommend to me whatever organizational changes they may feel would increase the efficiency of our national drug abuse effort.

#### International Cooperation

For those drugs derived originally from plant sources outside the United States, particularly heroin and cocaine, successful diplomatic agreements to control the cultivation and trafficking are the key to a successful strategy. The removal of Turkish heroin, which once comprised virtually all of the heroin in the United States, from the illicit market was the result of such an agreement. In addition, the enormous profits generated by the illicit drug traffic have a devastating impact on the economies of many smaller countries, fueling inflation, and draining tax revenues. The drug traffic also engenders corruption and corrodes the political stability of otherwise strong nations. Regardless of the drug being trafficked, the economic, social, and political effects are the same.

We must work closely with other governments to assist them in their efforts to eradicate the cultivation of drugs, and to develop legitimate alternative sources of income for the frequently destitute farmers for whom the often innocent cultivation of crops such as opium has for generations been

their only source of income. Interdiction capabilities must also be strengthened, so that those drugs which do enter the international illicit market can be stopped short of their intended destination. We will continue to assist other countries to develop the capability to identify and interdict major trafficking organizations.

Since I took Office, we have made significant progress. In February, I discussed with President Lopez-Portillo of Mexico my deep concern about the illegal cultivation of opium in his country. Under his strong leadership, the eradication program has been intensified and is producing dramatic results significantly reducing the availability of heroin from that source in many American cities. In addition, President Ne Win of Burma, and Prime Minister Thanin of Thailand have placed a unique priority on the control of drug cultivation and trafficking in their countries. Most recently, I have received assurances from President Lopez-Michelsen of Colombia of his strong desire to work very closely with me to curtail the flow of drugs between our two countries.

As a result of these efforts and those of the Drug Enforcement Administration, the availability and purity of heroin in our country has dropped in the last six months to one of the lowest levels in recent history.

There is, however, more that we can do. I am recommending in addition the following actions:

- (1) The Secretary of State shall attach high priority to the international narcotics control program, and shall continue to strongly encourage foreign governments to curtail the production and traffic of illicit drugs.
- (2) To this end, the U.S. Agency for International Development shall include measures as crop and income substitution in its development programs for countries which contribute to the illicit drug market. I expect the Secretary of State to continue to call on other agencies and departments, such as the Drug Enforcement Administration, the U.S. Customs Service, the U.S. Department of Agriculture, and the National Institute on Drug Abuse, as well as on the Agency for International Development to assist in the international narcotics control program according to the special contributions they are in a position to make.
- (3) I strongly support the work of the United Nations Fund for Drug Abuse Control (UNFDAC), the United Nations Commission on Narcotic Drugs, the International Narcotics Control Board, the World Health Organization, and other organizations working within the framework of the United Nations in their efforts to help drug-producing countries find alternate crops, improve drug control measures, and make treatment resources available.

- (4) I am instructing the United States representatives to the loan committees of the Regional Development Banks and other international financial institutions to use their votes and influence to encourage funding of well designed rural development and income substitution projects in countries which now produce dangerous drugs. They will also encourage those institutions to take steps to ensure that assistance they provide is not used to foster the cultivation of crops, such as opium or coca, used for dangerous drugs.
- (5) Because of the need to improve international controls over dangerous drugs which have legitimate medical uses, like barbiturates and amphetamines, I am urging the Congress to adopt legislation to implement the Convention on Psychotropic Substances, and the Senate to ratify the treaty promptly.
- (6) I will emphasize international cooperation among drug law enforcement agencies, so that intelligence and technical expertise can effectively be shared. I will encourage other countries to send law enforcement officials to work with us in major drug transit countries to improve interdiction capabilities. This kind of cooperative effort has begun in Bangkok where French, German, British, Dutch, U.S. and Thai officials now work together on drug interdiction.

I will promote the international sharing of knowledge and expertise in the treatment of drug abuse. We will make a special effort to share our experience, especially with those nations which have serious drug problems, and who are working with us in the effort to control drug sources and prevent drug abuse. Our program will encompass training, research and technical assistance projects, including providing American experts as consultants. OMB

#### Law Enforcement

We must vigorously enforce our laws against those who traffic in drugs, so that the attraction of large profits is outweighed by the risk of detection and the certainty of conviction. The Federal Government's job is to deter, and where possible prevent entirely, illegal importation and major trafficking of controlled substances. Drug traffickers must understand they face swift, certain, and severe punishment; and our law enforcement and judicial systems must have the resources to make this prospect a very real threat. We must make certain that our financial resources are intelligently committed, revise our penalty structure where necessary to concentrate on the actions (and the drugs) that are most dangerous, and improve the administration of justice. Where drug traffickers are operating on a sufficient scale that they

have no direct contact with the drugs, we must intensify our Federal effort to attack the illicit financial resources that are capitalizing the traffic.

To bolster the Federal effort I am recommending the following steps:

- . First, I am directing the Attorney General to intensify investigations of the link between organized crime and the drug traffic, and to recommend appropriate measures to be taken against these organizations.
- . Second, I am directing the Department of Justice in conjunction with the Departments of State and Treasury to develop, wherever possible, cooperative arrangements consistent with Constitutional requirements with other countries to revoke the passports of known major traffickers, and to freeze assets accumulated in the illegal drug traffic.
- . Third, to ease the burden on the United States District Courts, which must hear major drug cases, I support legislation widening the jurisdiction of U.S. Magistrates to include all misdemeanor cases with sentences of up to one year.
- . Fourth, I support legislation which raises from \$2,500 to \$10,000 the dollar value of the property seized from

a drug violator which can be forfeited to the government by administrative action. It also includes cash in the definition of seizable property. Amounts above this figure will continue to require Court proceedings.

. Fifth, For nearly a decade, the Federal Government's support of State and local drug law enforcement activity has steadily expanded. We should evaluate the results of this effort, and determine whether Federal participation should be reoriented or redistributed, as well as assessing the most effective division of responsibility between Federal and local officials. The Office of Drug Abuse Policy in cooperation with other agencies is currently conducting a series of policy reviews. The first such review involves a consideration of the appropriate Federal role in drug law enforcement, as well as border enforcement issues such as border security and drug trafficking intelligence. I expect to receive the results of these reviews by the end of August and to act on them quickly.

. Sixth, I also support expansion of the major drug trafficker units currently in 18 United States Attorneys' Offices throughout the country devoted exclusively to the successful prosecution of major drug trafficking.

In addition, I will direct the Attorney General to consider the merits of measures governing the release, prior to trial, of persons charged with drug trafficking offenses involving the most serious drugs of abuse. If adopted, these measures would deny release prior to trial for serious trafficking offenders who, for example, have been previously convicted of a felony involving drugs, are on parole, are convicted fugitives, have a false passport, or in other specified circumstances. Such legislation would be intended to prevent them from using immense wealth to post bail and escape justice; it would include a provision granting the accused an expedited trial. [ We will also consider increasing the penalties for major traffickers. ]

*I have asked the D.O.J. to never to allegorize of the removal to structure*

I will direct the Attorney General to study the merits of these provisions, and report back to me within 90 days.

I also have considered requesting changes in certain provisions of the Tax Reform Act of 1976. These provisions were designed to protect the privacy of our citizens. However, certain ones may be found to impede investigations of major narcotics traffickers. I will, therefore, request the concerned agencies to determine at an early date the difficulties these provisions present to effective law enforcement efforts. If there are ways to overcome these difficulties while preserving legitimate privacy interests, we will ask for amendment of the relevant provisions.

Marihuana

The use of marihuana continues to be an emotional and controversial issue. Our effort to apply stringent laws to discourage the use of the drug has not been successful. More than 45 million Americans have tried marihuana and an estimated 11 million are regular users. Drug laws should be written to discourage drug abuse, but not at the price of undermining respect for the law. Too often, they have reflected moral disapproval and fear instead of reasoned and dispassionate judgment. Penalties against possession of a drug should not be more damaging to an individual than the use of the drug itself. I favor the decriminalization of the Federal law regarding possession of small amounts of marihuana for personal use. The law would be decriminalized only for the use of marihuana--trafficking in the drug would still remain a serious Federal criminal offense. This action would not result in decriminalization nationwide, as each State would still have the option to determine its own penalties. I appreciate that the feelings on this issue vary significantly from one area of the country to another, and that it may not be appropriate to decriminalize the laws on possession in every State, nor do we seek in any way to influence the decisions individual states may wish to make on this issue.

While the evidence to date shows that the medical damage from marihuana use may be limited, we should be concerned that chronic intoxication with marihuana or any other drug may deplete productivity, causing a person to lose interest in his social environment, his future and other more constructive ways of filling his free time. I am especially concerned about the increasing levels of marihuana use among youth. Use patterns which are relatively benign for adults may be relatively dangerous for teenagers. Decriminalization is not legalization, it means only that the penalty would be reduced and a person would receive a fine rather than a criminal penalty.

#### Drug Treatment

My immediate objective will be to widen the scope and improve the effectiveness of Federal drug treatment programs. It is important that we support State and local efforts to assure the opportunity for all drug abusers to obtain high quality treatment. Drug addiction can be cured, but we must treat not only the immediate effects of the drugs, but also provide adequate rehabilitation including job training so that an addict can regain a productive role in society. In the past, the Federal treatment effort has focused heavily on the heroin addict while those dependent on other drugs or

combinations of drugs have often been neglected.

To improve the quality of the Federal treatment effort, I am recommending the following steps:

- . First, in recognition of the devastating effects that certain non-opiate drugs can have if abused, I am directing the Secretary of Health, Education, and Welfare to place high priority in that Department's treatment programs to providing care for abusers of barbiturates, amphetamines, and multiple drugs used in combination including alcohol.
- . Second, to help drug abusers return to productive lives, I am directing the Secretary of Labor to identify all Federal employment assistance programs which could possibly provide assistance to former drug abusers and to provide me, within 120 days, his recommendations for increasing the access of drug abusers to these programs.
- . Third, a sustained effort must be made to further identify the reasons that people turn to drugs and other substances including alcohol and cigarettes. We should seek more effective ways to make people aware of the health problems that substances create (particularly cigarettes and alcohol) and to respond in more constructive ways to the human and psychological needs that substances satisfy.

Drug Research

In the past, there have been only limited attempts to coordinate Federal intramural research on opiates and alcohol despite the fact that there are many commonalities in the two fields. A joint Federal research center may not only save money, but may also lead to greater scientific understanding of addiction problems. I am directing that a study be conducted to determine the feasibility of moving the Addiction Research Center, presently located in Lexington, Kentucky to Washington, D.C. where it would become the Federal facility to cover intramural research not only on drugs, but also on alcohol and tobacco abuse.

Administrative Action

Improved treatment and prevention programs should be accompanied by appropriate changes in Federal regulations; administrative practices, and enforcement, among which are these:

- . First, I am recommending that special attention throughout the Federal Government be directed to problems related to the abuse of drugs that come originally from legitimate medical sources and particularly barbiturates. These drugs, despite their recognized medical use, are responsible for many deaths and are frequently used in suicide attempts.

The withdrawal reaction of patients addicted to barbiturates can be more difficult and more dangerous than that associated with heroin withdrawal. They are frequently oversold, overprescribed, and overused.

Therefore, I will:

- Instruct the Secretary of Health, Education, and Welfare to undertake a study of barbiturates and other sedative-hypnotic drugs to determine the conditions under which their safety and effectiveness can be optimized.
- Instruct the Secretary of Defense, the Secretary of Health, Education, and Welfare, and the Administrator Veterans' Affairs to review the prescribing practices of physicians under their jurisdiction, and to discourage the medical use of barbiturates and sedative-hypnotics except in cases where it is unmistakably justified.
- Continue the program, already begun at my direction, by which the Drug Enforcement Administration is giving priority attention to barbiturate offenses. DEA has directed its regional offices and regulatory task forces to put barbiturate cases high on their list of priorities, and has also begun to investigate

the "street" market in order to determine the source of illegal supplies so that suitable Federal action may be taken. In the near future, DEA will conduct a special accelerated audit of the 120 companies lawfully manufacturing barbiturates in this country and will also notify foreign governments of our desire to see them maintain strict controls over barbiturate exports.

- . Second, by letter to the Secretary of Health, Education, and Welfare, I am today indicating my desire for the Department to undertake a review of those drugs particularly subject to abuse to determine whether any should be removed from the market, taking into consideration not only their safety to the individual but also the dangers they pose to the public at large. I support legislation which would give the FDA authority to apply standards of safety and efficacy to all drugs by repealing those laws which exempt certain drugs. A number of barbiturates currently fit into this category and thus escape full FDA control.
- . Third, some physicians still knowingly overprescribe a wide variety of drugs. Through careful education of physicians, the prescribing of barbiturates has been

voluntarily reduced by 73 percent during the last five years. For the small number of physicians continuing to misprescribe these drugs deliberately, I am directing the Attorney General, in full cooperation with State officials, to intensify their efforts to identify and prosecute these violators.

No government can completely protect its citizens from all harm--not by legislation, or by regulation, or by medicine, or by advice. Drugs cannot be forced out of existence; they will be with us for as long as people find in them the relief or satisfaction they desire. But the harm caused by drug abuse can be reduced. We cannot talk in absolutes--that drug abuse will cease, that no more illegal drugs will cross our borders--these may never be realistic goals. We can bring together the resources of the Federal Government intelligently to help protect the overwhelming majority of the public who never abuse drugs but for whom it poses the threat of broken families, a lost child or fear to walk the streets at night. Beyond that, we must understand why people seek the experience of drugs, and address ourselves to those reasons. For it is ultimately the strength of the American people, of our values and our society, that will determine the extent to which we can put an end to drug abuse.

THE WHITE HOUSE

WASHINGTON

Date: July 1, 1977

MEMORANDUM

FOR ACTION:

Stu Eizenstat  
Bob Lipshutz  
Jack Watson  
Jim Fallows  
Bert Lance

FOR INFORMATION:

FROM: Rick Hutcheson, Staff Secretary

SUBJECT: Bourne's memo 7/1/77 re Presidential Message  
on Drug Abuse

YOUR RESPONSE MUST BE DELIVERED  
TO THE STAFF SECRETARY BY:

TIME: 1:00 PM

DAY: Wednesday

DATE: July 6, 1977

ACTION REQUESTED:

Your comments

Other:

NOTE: Message as redrafted by Peter in light of comments.

STAFF RESPONSE:

I concur.

No comment.

Please note other comments below:

Now expected  
7/7 PM from  
Peter & Fallows 7:15 ce  
maybe part

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately. (Telephone, 7052)

Date: July 1, 1977

MEMORANDUM

FOR ACTION:

FOR INFORMATION:

Stu Eizenstat  
Bob Lipshutz  
Jack Watson  
Jim Fallows  
Bert Lance

1977 JUL 1 PM 3:42

FROM: Rick Hutcheson, Staff Secretary

SUBJECT: Bourne's memo 7/1/77 re Presidential Message on Drug Abuse

YOUR RESPONSE MUST BE DELIVERED TO THE STAFF SECRETARY BY:

TIME: 1:00 PM

DAY: Wednesday

DATE: July 6, 1977

ACTION REQUESTED:

Your comments

Other:

NOTE: Message as redrafted by Peter in light of comments.

STAFF RESPONSE:

I concur.

No comment.

Please note other comments below:

*I think the message is too long*

*7/6/77  
2.50 pm*

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required

THE WHITE HOUSE  
WASHINGTON

*return original to me*

*Done  
7/1*

ACTION	FYI		
		MONDALE	ENROLLED BILL
		COSTANZA	AGENCY REPORT
	X	EIZENSTAT	CAB DECISION
		JORDAN	EXECUTIVE ORDER
	X	LIPSHUTZ <i>McKenna</i>	Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day
		MOORE	
		POWELL	
		WATSON	

	FOR STAFFING
X	FOR INFORMATION
	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

	ARAGON
	BOURNE
	BRZEZINSKI
	BUTLER
	CARP
	H. CARTER
	CLOUGH
	FALLOWS
	FIRST LADY
	GAMMILL
	HARDEN
	HOYT
	HUTCHESON
	JAGODA
	KING

	KRAFT
	LANCE
	LINDER
	MITCHELL
	POSTON
	PRESS
	B. RAINWATER
	SCHLESINGER
	SCHNEIDERS
	SCHULTZE
	SIEGEL
	SMITH
	STRAUSS
	WELLS
	VOORDE

MEMORANDUM

THE WHITE HOUSE

WASHINGTON

July 1, 1977

TO: Rick Hutcheson  
FROM: Sibyl Halper   
SUBJECT: Presidential Message on Drug Abuse

The issues on the two attached memoranda were raised, but were resolved and incorporated into the draft. All other issues were resolved by wording changes, and there should be no outstanding differences with the exception of the sentence on page 9, "We will also consider increasing the penalties for major traffickers." The Attorney General's office would prefer "We will re-examine the penalty structure to determine whether the penalties for major traffickers should be increased." This change came in too late to incorporate. Also, Peter Bourne felt strongly about keeping two issues: the statement on organized crime on page 8, which the Department of Justice thought might be deleted, and the statement about the Addiction Research Center on page 13.

Attachments

THE WHITE HOUSE

WASHINGTON

June 27, 1977

MEMORANDUM FOR:

THE PRESIDENT

FROM:

STU EIZENSTAT *SE*  
JOE ONEK

SUBJECT:

Presidential Message on  
Drug Abuse

We see several problems in the law enforcement section of the proposed Presidential Message on drug abuse.

1. The message states that you "support legislation widening the jurisdiction of U.S. Magistrates to include all misdemeanor cases of up to one year." This is far broader than the legislation endorsed by the Attorney General (S. 1613) which widens the jurisdiction of U.S. magistrates only with the consent of the court and the parties.
2. The proposal to revoke the passports of known major traffickers is of dubious legality. This proposal was not contained in the outline of the message circulated on May 26, 1977 and requires further consideration.
3. The message states that you are considering legislation which would deny release prior to trial for certain persons charged with drug trafficking offenses. Such legislation would constitute the first federal preventive detention law. The Justice Department has yet to endorse this controversial legislation, and there is little reason for you to stir up a civil liberties battle in advance of the Department's decision.
4. The message states that certain provisions of the Tax Reform Act of 1976 may be found to impede investigations to major narcotic traffickers and that, after study, we may ask for amendment of such provisions sometime in the future. Since it appears to be so speculative that we will amend the Tax Reform Act of 1976, this item should perhaps be omitted.



EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

JUN 29 1977

MEMORANDUM FOR RICK HUTCHESON

FROM: Bo ~~Wiser~~

SUBJECT: Draft Presidential Message on Drug Abuse

We have reviewed the draft Presidential Message on Drug Abuse. We have made a number of suggestions which are explained in the margins on the attached draft. We have the following additional comments:

- Support for international projects. We recommend that the paragraph on the top of page 6 be rewritten. As currently drafted, it represents a potentially very expensive change from current international narcotics assistance policy. The proposed policy may lead to requests for assistance from many countries with little or no advantage to the United States or impact on the American drug abuse problem. Rather than offering to assume some responsibility for treatment efforts everywhere, which we could not physically perform, we recommend that we limit our treatment, training and research efforts, to those countries where to do so explicitly enhances the cooperation we receive on supply control efforts.
- Legislation to deny release prior to trial. We recommend the deletion shown on page 8 of the attached draft. We recommend that the President not make a commitment to specific legislative provisions. This is a very sensitive area which requires additional study before commitments are made.
- Study of the Location and Charter of the Addiction Research Center (ARC). We recommend deletion of the paragraph at the top of page 12. We believe that the President may not want to say that there has been "no serious attempt to coordinate Federal research in opiates and alcohol," almost all of which is in HEW. We recommend that the need for continuing ARC activities, the appropriate location of the ARC, and the desirability of combining intramural drug and alcohol research activities be left to the Secretary of HEW. It is not clear, moreover, what constitutes "tobacco abuse" as differentiated from "cigarette smoking."

*From our staff files  
This: I feel that  
Rick B. should,  
obviously, be involved  
in such a decision*

Attachment

DATA ARE WEAK ON GRANTS

Fifth, For nearly a decade, the Federal Government's ~~financial~~ support of State and local drug law enforcement activity has steadily expanded. We should evaluate the results of this effort, and determine whether Federal participation should be reoriented or redistributed, as well as assessing the most effective division of responsibility between Federal and local officials.

The Office of Drug Abuse Policy is currently conducting a series of policy reviews. The first such review involves a consideration of the appropriate Federal role in drug law enforcement, as well as border enforcement issues such as border security and drug trafficking intelligence. I expect to receive the results of these reviews by the end of August and to act on them quickly.

In addition, certain other measures are presently under consideration. I am considering ~~submitting~~ <sup>STRENGTHENING</sup> legislation that ~~would deny~~ <sup>GOVERNING THE</sup> release, prior to trial, for persons charged with drug trafficking offenses and who ~~for example, have been previously~~ <sup>ARE LIKELY TO FORFEIT BAIL BOND AND NOT PRESENT THEMSELVES FOR TRIAL,</sup> convicted to a felony involving drugs, are on parole, are convicted fugitives, have a false passport, or are illegally present in this country. Such legislation would be intended to prevent them from using immense wealth to post bail and escape justice; it would include a provision granting the accused an expedited trial. We will also consider increasing ~~the penalties for major traffickers.~~ I will direct the Attorney General to study the merits of these provisions, ~~and report back to me within 90 days.~~

THE WHITE HOUSE  
WASHINGTON

*Note* message as redrafted  
by Peter in light of  
comments

ACTION	FYI
	MONDALE
	COSTANZA
X	EIZENSTAT
	JORDAN
X	LIPSHUTZ
	MOORE
	POWELL
X	WATSON

	ENROLLED BILL
	AGENCY REPORT
	CAB DECISION
	EXECUTIVE ORDER
	Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day

X	FOR STAFFING - due <del>Falls</del> Wed
	FOR INFORMATION
	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
X	IMMEDIATE TURNAROUND

	ARAGON
	BOURNE
	BRZEZINSKI
	BUTLER
	CARP
	H. CARTER
	CLOUGH
X	FALLOWS
	FIRST LADY
	GAMMILL
	HARDEN
	HOYT
	HUTCHESON
	JAGODA
	KING

	KRAFT
X	LANCE
	LINDER
	MITCHELL
	POSTON
	PRESS
	B. RAINWATER
	SCHLESINGER
	SCHNEIDERS
	SCHULTZE
	SIEGEL
	SMITH
	STRAUSS
	WELLS
	VOORDE

1:30 p.m.

THE PRESIDENT HAS SEEN.

THE WHITE HOUSE  
WASHINGTON

August 1, 1977

MEMORANDUM FOR THE PRESIDENT

FROM: HAMILTON JORDAN *H.J.*

SUBJECT: Appointment with Sam Zagoria on  
Tuesday, August 2 - 1:30 p.m.  
The Oval Office - 10 minutes

As you know, we have two potential candidates for the Republican vacancy on the Federal Elections Commission, both of whom you have asked to interview.

I am attaching the material previously submitted on Sam Zagoria as background.

Because of your busy schedule this week and your departure for Plains on the 5th, we were unable to arrange an appointment for the other candidate, Charlotte Reid, until the week of your return to Washington.

**Electrostatic Copy Made  
for Preservation Purposes**

July 23, 1977

TO: PRESIDENT CARTER  
FROM: HAMILTON JORDAN *H.J.*  
RE: REPUBLICAN APPOINTEE TO FEDERAL ELECTION COMMISSION

In a recent memorandum in which I recommended to you that we appoint Sam Zagoria to the Republican slot on the Federal Election Commission, you requested that we "check with other Republican Senators". We have done so and include their comments for your review:

Senator Richard Schweiker (R-Penn) "I would enthusiastically support him for the FEC appointment. He would be excellent."

Senator Clifford Case (R-NJ) "He would be an excellent appointee. He has the qualifications and temperament for the job and his nomination would be well received by the Congress."

Senator Mathias (R-MD) "I have the highest regard for his ability, integrity and capacity for hard work. I have

known him for many years and can recommend him for the  
FEC without reservation".

Senator Lugar (R-IND) "I worked with Sam on urban  
problems together. He is a good man and would be a good  
appointee."

Senator James Pearson (R-KAN) "Sam would be a good  
appointment for the President to make to the FEC. He  
would be fine with me and certainly recommend him for  
serious consideration".

Recommendation: That you appoint Sam Zagoria to the  
FEC. It would be my suggestion that you first interview  
him and then write a letter to Rhodes and Baker saying  
that you have decided to appoint him, mentioning that  
he has the support of Senators Case, Mathias, Schweiker,  
Lugar and Pearson. This will prevent them from being  
critical of this appointment. Baker and Rhodes obviously  
had hoped to name their own candidate and wanted to force  
someone on you who is against the election reforms that  
the FEC is supposed to supervise and implement.

I want to interview Zagoria.

I want other candidates.

*J*

ations and input, to provide us with only two names was to practically make the appointment for us. They said they would consult and get back to us - that was several weeks ago.

We talked with them again today (Dick Moe did as he has been working with them on this). Baker talked with Rhodes and said that they had decided not to submit names. This frees us to proceed with the appointment.

We have identified a good Republican candidate who is an advocate of election reform and the active support of Senator Case. This will make it difficult for Baker to be critical of him as he is being strongly pushed by Case.

His resume and comments are attached. We can look for other candidates, but it will not be easy to find a Republican who is good on these issues and who also has strong Congressional support. (Tab B)

THE PRESIDENT HAS SEEN.

*Ham - Check with  
other Repub Senators -  
or let Frank do so*

July 19, 1977

*J*

TO: PRESIDENT CARTER  
FROM: HAMILTON JORDAN *H.J.*  
RE: FEC APPOINTMENT - REPUBLICAN

You will recall the continuing conversation we have had with Congressman Rhodes and Senator Baker on the Republican appointee to the Federal Election Commission.

At your initial meeting with them, you agreed to give their recommendations serious consideration and to consult closely with them. As a result of that first meeting, they forwarded to us the names of two persons who we confirmed through our own checks to be antagonistic to the whole range of election reform issues. We wrote them a letter requesting ten or twelve names. Their response was that they had submitted the names of two well qualified persons and we should choose from them. (Tab A)

At that point, we decided more letter writing was unnecessary and I contacted Senator Baker and Congressman Rhodes. I told them that while we needed their recommend-

THE WHITE HOUSE  
WASHINGTON

August 2, 1977

Stu Eizenstat -

The attached was returned in  
the President's outbox. It is  
forwarded to you for your  
information.

Rick Hutcheson

Re: Welfare Reform

THE WHITE HOUSE  
WASHINGTON

<input type="checkbox"/>	FOR STAFFING
<input type="checkbox"/>	FOR INFORMATION
<input checked="" type="checkbox"/>	FROM PRESIDENT'S OUTBOX
<input type="checkbox"/>	LOG IN/TO PRESIDENT TODAY
<input type="checkbox"/>	IMMEDIATE TURNAROUND

ACTION  
FYI

<input type="checkbox"/>	MONDALE
<input type="checkbox"/>	COSTANZA
<input checked="" type="checkbox"/>	EIZENSTAT - of telephone news
<input type="checkbox"/>	JORDAN
<input type="checkbox"/>	LIPSHUTZ
<input type="checkbox"/>	MOORE
<input type="checkbox"/>	POWELL
<input type="checkbox"/>	WATSON
<input type="checkbox"/>	LANCE
<input type="checkbox"/>	SCHULTZE

<input type="checkbox"/>	ENROLLED BILL
<input type="checkbox"/>	AGENCY REPORT
<input type="checkbox"/>	CAB DECISION
<input type="checkbox"/>	EXECUTIVE ORDER
<input type="checkbox"/>	Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day

<input type="checkbox"/>	ARAGON
<input type="checkbox"/>	BOURNE
<input type="checkbox"/>	BRZEZINSKI
<input type="checkbox"/>	BUTLER
<input type="checkbox"/>	CARP
<input type="checkbox"/>	H. CARTER
<input type="checkbox"/>	CLOUGH
<input type="checkbox"/>	FALLOWS
<input type="checkbox"/>	FIRST LADY
<input type="checkbox"/>	HARDEN
<input type="checkbox"/>	HUTCHESON
<input type="checkbox"/>	JAGODA
<input type="checkbox"/>	KING

<input type="checkbox"/>	KRAFT
<input type="checkbox"/>	LINDER
<input type="checkbox"/>	MITCHELL
<input type="checkbox"/>	MOE
<input type="checkbox"/>	PETERSON
<input type="checkbox"/>	PETTIGREW
<input type="checkbox"/>	POSTON
<input type="checkbox"/>	PRESS
<input type="checkbox"/>	SCHLESINGER
<input type="checkbox"/>	SCHNEIDERS
<input type="checkbox"/>	STRAUSS
<input type="checkbox"/>	VOORDE
<input type="checkbox"/>	WARREN

9:15 a.m.

THE PRESIDENT HAS SEEN.

THE WHITE HOUSE

WASHINGTON

August 1, 1977

1  
✓

MEMORANDUM FOR THE PRESIDENT

FROM: STU EIZENSTAT

Stu

SUBJECT: Meetings with Chairmen Long and Ullman on Welfare Reform

Secretary Califano has sent you the attached memorandum of his notes from meetings with Chairmen Long and Ullman in order to familiarize you with their views on welfare reform.

The Secretary's observations conform closely to the information we have received. Senator Long is very concerned about putting welfare recipients to work. Representative Ullman is very wary of any consolidated assistance program.

Chairman Long would like to require even more welfare mothers to go to work and will attempt to remold our proposal to fit his views more closely. The reform proposal goes a long way to meeting Senator Long's objectives. Our goal of over one million jobs is quite optimistic and you might note that we would prefer to see how this number works before trying to do more.

You might want to point out to Chairman Ullman that this proposal differs significantly from the cash assistance structure under the Nixon Family Assistance Program. The proposal here distinguishes between those required to work and those not expected to work and provides two very distinct levels of benefits to the two groups. The plan also uses the Earned Income Tax Credit. The creation of the one million jobs means that nearly one-third of the benefits under the program will be in the form of wages and not government benefit checks.

Our biggest problem with the committees will be to get them to deal with the proposal in a serious, expeditious fashion. The two Chairmen remember well how President Nixon virtually walked away from his welfare reform proposal. It would be very useful for the Chairmen to know that this proposal is one of your priorities and that you will give it your consistent support. You might also want to stress that we are prepared to work with the committees to improve the proposal within its current general framework.

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for Preservation Purposes



~~THE PRESIDENT HAS SEEN.~~



THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE  
WASHINGTON, D. C. 20201

AUG 1 1977

FOR THE PRESIDENT

FROM JOE CALIFANO

On Friday I reviewed welfare reform with Russell Long and his top staff man, Mike Stern.

Long seemed to respond generally favorably to much of our proposals, with two big and strongly-held differences:

1. Long would require single-parent family heads to work if the youngest child were six years or older. Our proposal requires such individuals to work where the youngest child is 14 years or older. He argues that if you lower the age to six, you are taking almost half the people off AFDC, whereas lowering the age to 14 only gets about ten percent.

2. Long likes the two different tiers, but he would never permit those on the expected-to-work tier to flip up to the not-expected-to-work tier. Our proposal does not permit childless couples and singles to flip up. It does permit families with children to flip up where there are no jobs available.

8-13  
Weeks

Long was concerned about the difficulty of returning flipped-up families to the lower, expected-to-work tier, once they got a taste of the higher benefits. He is worried that we will ultimately need an administrative apparatus as unwieldy as the apparatus we now have in the Social Security disability system and that legal fights and court decisions on moves between the tiers could create an administrative nightmare.

Long particularly liked the expansion of the EITC, the consolidation of the cash program on one computer, and the emphasis on jobs.

Long would prefer a program with lower benefits for everyone, even requiring mothers with children under six to work (at least in sheltered workshops, part-time) to get their AFDC benefits. He said at one point that he would give us \$5 billion more if it were to pay these mothers for working.

Clearly, whatever plan Long's committee receives will come out much more conservative than it goes in.

**Electrostatic Copy Made  
for Preservation Purposes**

This morning I had a long breakfast with Al Ullman and his top staff man Ken Bowler. Ullman's reaction to our proposals is less clear than Long's. Ullman likes the centralized computer for the cash program and he likes the jobs component.

Ullman expressed four strong reservations:

1. Like Long, Ullman would require single-parent family heads to work if the youngest child were six years of age or older. He said that is where Congress will come out.

2. Ullman does not like paying government cash to individuals who are employed. I think he recognizes the need in terms of preserving incentives to work, but he prefers trying to do this by additional tax credits for employers (along the lines of the tax credit he placed in your fiscal stimulus legislation), or by paying cash to employers to pay employees. In the case of public service jobs, Ullman would try to solve the problem by a grant to the state.

3. Ullman does not like any payments geared to the size of the family of working parents. In his heart, I think he opposes all payments geared to the size of the family, believing that these payments encourage poor people to have children.

4. Unlike Long, Ullman does not like "makework jobs where people just sit at courthouse desks.

Ullman has a much less clear perception of what we are doing than Long. He is also a much weaker leader. For example, Ullman harbors concern about objections to folding in the food stamp program, does not fully appreciate why it is important to temper the earned income tax credit, has little interest in the pro-family aspects of the plan, and seems skeptical about our ability to create 1.1 to 1.4 million jobs.

My bottom line sense of the two Chairmen is this: Long is moving off the pilot plan approach and is likely to be willing to deal; Ullman, still burned by the FAP fight, has no stomach for welfare reform.

While the bulk of the program goes through Ways and Means and Finance, we must remember that the Senate Human Resources and House Education and Labor Committees will have to deal with the jobs part of the program, and the Agriculture Committees will get a shot at cashing out food stamps.

THE PRESIDENT HAS SEEN.

THE WHITE HOUSE  
WASHINGTON

August 2, 1977

①  
/

MEMORANDUM FOR: THE PRESIDENT

FROM: STU EIZENSTAT  
BERT CARP  
FRANK RAINES

SUBJECT: Background Material for Meeting With  
Senator Long

The primary elements of the welfare reform plan are:

- o Creation of 1.1 million jobs and training slots through the CETA system.
- o Expanded Earned Income Tax Credit (10% of earned income up to \$4000, 5% up to the tax entry point -- about \$9000 -- phasing out at 10%). Maximum credit would be about \$654 for a family of four.
- o Earned Income Support for families and individuals required to work. The federal benefit would be a maximum of \$2300, and, after \$3800 of earnings, would be reduced fifty cents for each dollar of earnings.
- o Income Support for single-parent families and aged, blind or disabled individuals. The federal benefit would be a maximum of \$4200 for a family of four and would be reduced fifty cents for each dollar of earnings.
- o The states will be required to pay 10% of the basic benefit. Thereafter they may choose to supplement the basic benefit and the federal government will pay 75% of the first \$500 of supplement and 25% of any additional supplement up to the poverty line.
- o A work requirement will apply to single individuals, childless couples, two-parent families and single parent families where the youngest child is over 14. Single-parent families will be permitted a standard deduction of 20% of income for child care expenses of up to \$150 per month.

- o An emergency assistance block grant will be provided to states to assist people with immediate needs. The states will be required to devote a portion of their current fiscal effort over a three-year period to easing the transition of current recipients to the new system.

The major emphasis of the plan is to provide jobs, income supplements to those working but not obtaining adequate incomes, and assistance for those unable to work due to age, disability or the need to raise children. Incentives favor work over reliance on cash assistance, and private (or normal public) employment over a public service job.

Senator Long has stated several times his primary concerns:

- o Workfare -- The Senator would like to require welfare recipients to work off their grants. He would place this requirement on any single parent with children above six or some younger age. The welfare reform proposal responds to his concern about work but does so through creating real jobs paying wages rather than having recipients work off their grants. If more single parents are required to work we will need additional funds for jobs and child care. The age level is symbolically important to many womens' and liberal groups and would become meaningless if there were not enough jobs available. Our goal of 1.1 million jobs will tax the ability of local governments; further expansion should await implementation of these jobs.
- o Employer Incentives -- The Senator favors a plan to provide incentives to employers to hire welfare recipients. DoL examined this idea and concluded that such incentives would not be very effective in creating additional employment. The plan does contemplate using private employers for the provision of training and employment within the jobs program.
- o Flip-up -- The plan has a "safety net" which provides that if, after eight weeks, the CETA system is unable to offer a family head either a

private or PSE job then the family becomes eligible for the higher benefit of the income support tier. Senator Long is fearful that some workers will be malingerers and either refuse jobs, feign disability or arrange to be fired from jobs. This potential problem is mitigated by the eight-week wait before becoming eligible for the so-called flip-up to the higher track. Also, what counts is the offer, not whether the job is accepted -- and those dismissed for cause would not be eligible to "flip up". The worker has little choice in which jobs to take once the prime sponsor determines that the job is suitable. These will be employment people rather than social workers making the determination.

There is a crucial difference between our plan and a proposal to require recipients to work off benefits, which Senator Long has advocated in the past. Under the "workfare" approach, it pays the worker to avoid work because he will get just as much from not working. Under our welfare reform plan he would receive far more from working than not working.

2:00 p.m.

THE PRESIDENT HAS SEEN.

THE WHITE HOUSE

WASHINGTON

August 1, 1977

①  
—

MEMORANDUM FOR THE PRESIDENT

FROM: Jack Watson *Jack*

SUBJECT: MEETING WITH SECRETARY BROWN  
ON TUESDAY, AUGUST 2, 1977 AT  
2:00 P.M. IN THE OVAL OFFICE

The primary purpose of Secretary Brown's meeting with you is to report on his recent trip to Korea. He will also discuss briefly with you DoD's unsuccessful efforts thus far to consolidate the Naval helicopter flight training program at Pensacola, Florida with the Army helicopter training program at Fort Rucker, Alabama. As you know, our efforts to effectuate that consolidation, with a projected savings of approximately \$100-million, were thwarted this session by Congressman Sikes and Senator Childs.

Dr. Brown also has some information for you regarding some recent test results concerning cruise missiles.

Charles Duncan, Dr. Brzezinski and Warren Christopher will attend the meeting with Secretary Brown.

**Electrostatic Copy Made  
for Preservation Purposes**

X

THE PRESIDENT HAS SEEN.

12:15 p.m.

THE WHITE HOUSE

WASHINGTON

Luncheon Meeting with  
Terence Cardinal Cooke  
Tuesday, August 2, 1977  
The Oval Office  
12:30 p.m.  
(30 minutes)

(by: Fran Verde)

I. PURPOSE: to meet informally with the  
Archbishop of New York

II. BACKGROUND, PARTICIPANTS, PRESS:

A. Background: Cardinal Cooke wrote to the  
President April 27 after which  
the President agreed to a  
meeting as scheduled - copy of  
letter attached for reference.

B. Participants: Cardinal Cooke & the President  
for lunch.

A brief photo opportunity prior  
to lunch with those accompanying  
the Cardinal:

Bishop Theodore E. McCarick  
Msgr. Lawrence J. Kenney

C. Press: White House Photographer  
Brief photo opportunity prior to lunch

**Electrostatic Copy Made  
for Preservation Purposes**

CARDINAL'S RESIDENCE  
452 MADISON AVENUE  
NEW YORK, N. Y. 10022

April 27, 1977

Dear Mr. President:

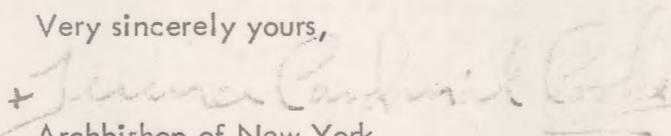
As I watch with interest and respect your energetic and thoughtful leadership of our nation in these first months of your Presidency, I often think of our conversation in the Residence at St. Patrick's Cathedral just a few short days before your election to this country's highest office.

I want to tell you that you and all your family are in my prayers in a special way here where we sat together to discuss Saint Paul and our mutual concerns about the American family and peace and justice in our world. I have followed with admiration your courageous position on the defence and the promotion of human rights everywhere on this earth of ours. I have no doubt that this is the role of moral leadership to which our nation is called by our Heavenly Father Who has blessed us so very much. I applaud, too, your reminder of the need for sacrifice and self-discipline in the matter of the energy crisis. Sometimes the Lord send us challenges to bring out the best we have and I know that this is what the United States must accomplish if we are to be morally strong enough to give an example to the world.

I should welcome the opportunity of chatting with you personally at your convenience some time in the future. I would be pleased to come to Washington any time your schedule might permit us to have a little while to resume our conversations of last November.

Assuring you of my prayerful support and with kindest personal regards to Mrs. Carter and yourself, I am

Very sincerely yours,

  
Archbishop of New York

The Honorable Jimmy Carter,  
The White House,  
Washington, D. C. 20013

THE WHITE HOUSE  
WASHINGTON  
August 2, 1977

Secretary Kreps

The attached was returned in the President's outbox today and is forwarded to you for your information. The signed original has been forwarded to the Chief Executive Clerk for appropriate handling.

Rick Hutcheson

cc: Jack Watson  
Bob Linder

RE: WHITE HOUSE CONFERENCE ON  
BALANCED NATIONAL GROWTH AND  
ECONOMIC DEVELOPMENT

X

8/29/77

THE PRESIDENT HAS SEEN.

THE SECRETARY OF COMMERCE

WASHINGTON, D.C. 20230

July 29, 1977

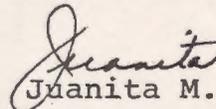
"ACTION"

MEMORANDUM FOR THE PRESIDENT

SUBJECT: ANNOUNCEMENT OF THE WHITE HOUSE CONFERENCE  
ON BALANCED NATIONAL GROWTH AND ECONOMIC  
DEVELOPMENT

The attached materials and draft announcement are a follow up to my May 6, 1977, memorandum reporting on plans for the White House Conference.

Your public announcement at this point would be helpful in getting the Conference off on the right note. It would further underscore the seriousness of purpose we bring to the important human and geographical issues of Balanced National Growth and Economic Development in a changing national economy.

  
Juanita M. Kreps

Attachments

STATEMENT BY THE PRESIDENT

A White House Conference on Balanced Growth and Economic Development will be held in Washington in early 1978. I strongly endorse the action of Congress requesting and authorizing this Conference.

This country has been committed to the goal of economic growth and full employment with stable prices since the 1940s. We need to provide jobs for a growing work force -- our labor force increased by 3 million people within the last year -- so that all of our people who want to and are able can work to create a better life for all Americans. The economy is improving and unemployment is down almost a full point since its peak last November, but much remains to be done if future recessions, high inflation and high unemployment are to be prevented, and if we are to make real progress in getting the remainder of our people back to work.

Balanced growth does not mean neglecting the environment or making our energy problems worse. We must make wise use of our nation's land, water and energy resources. We must also remain sensitive to the wide variations in local and regional resources, needs and economic conditions so that our national economic progress will not be at the expense of any one group or area.

This Conference is an important opportunity for citizens' organizations, public interest groups, labor and business representatives and state and local officials to recommend ways in which my Administration can work toward balanced economic growth and development in the years ahead.

I am pleased to announce the appointment of Dr. Michael S. Koleda, former Vice President of the National Planning Association, as Director of the Conference. Under his able leadership, the Conference will become a national forum through which our concern about these issues, and our determination to seek solutions, can be expressed.

I have asked Secretary of Commerce Juanita M. Kreps to coordinate the efforts of her department with those of the Departments of Agriculture and Housing and Urban Development, and other Departments and Agencies in preparing for this Conference.

*Jimmy Carter*

Biographical Sketch

MICHAEL S. KOLEDA

Director  
White House Conference  
on  
Balanced National Growth and Economic Development

Dr. Michael S. Koleda is Director of the White House Conference on Balanced National Growth and Economic Development. He was named to the post by Secretary of Commerce Juanita M. Kreps in May of 1977. The Conference will be held in Washington, D.C. in February, 1978, and will be structured to produce practical recommendations for strengthening the economic base of America's cities, states and regions and to further the ability of government at all levels to anticipate and to adjust to the challenges created by a changing national economy and shifting population patterns.

Planning for the Conference involves the Departments of Commerce, Housing and Urban Development, Agriculture and other relevant Federal agencies. A series of state and regional conferences will be conducted prior to the White House Conference to assure the involvement of state and local government, regional bodies, business, labor, the professions, and environmental and consumer organizations.

At the time of being named Executive Director of the Conference, Koleda was serving as Vice President of the National Planning Association and Director of its Domestic Division. He joined the Association in 1972 and has participated in activities related to program development, regional economics and health policy.

As a Brookings Institution Economic Policy Fellow, Koleda served as a Special Assistant in the Office of the Secretary, Department of Health, Education and Welfare from 1971-72. During this period, he conducted reviews of policy initiatives in social insurance.

Koleda was an Assistant Professor of Business Administration and of Economics at the University of Pittsburgh from 1969-71. He received an A.B. in Economics from Brown University in 1964 and a Ph.D. in Economics from Brown in 1969. He held the Sir John Mactaggart Fellowship in the Department of Social and Economic Research at the University of Glasgow in 1970.

He has co-authored a number of publications related to health activities and has served as Executive Secretary of the Congressional Seminar on National Urban Growth Policy, Library of Congress, since 1972. He is a member of the Steering Committee for the National Urban Leadership Roundtable, Academy for Contemporary Problems, a member of the American Economic Association and the National Economists Club.

Dr. Koleda was born in Hartford, Connecticut, and attended Hartford Public High School.

He is married to the former Martha Alison Blake of Suffield, Connecticut. They live in Arlington, Virginia with their five children.



May 6, 1977

"FYI"

1977 MAY 7 AM 11 40

REPORT TO THE PRESIDENT

Subject: White House Conference on Balanced National  
Growth and Economic Development

Because this issue is of such significance, I will devote the entire report to it. Two months ago you designated the Department of Commerce as lead agency for the White House Conference on Balanced National Growth and Economic Development. During these two months my staff has been engaged in Conference preparations, both substantive and logistical, with members of your Domestic Policy Staff and Office of Intergovernmental Relations, as well as our statutory partners, Housing and Urban Development (HUD) and Agriculture.

A Director of the Conference has now been selected in consultation with your staff. He is Michael Koleda, Vice President of the National Planning Association and Director of its Domestic Division. In order to reflect the Administration-wide and intergovernmental nature of the Conference, Secretary Kreps and I recommend strongly that you make the formal announcement of the Conference within the next two weeks. Specific material relating to that announcement will be sent to you shortly.

While the issues to be addressed will be refined in consultation with the several Federal Departments, state and local officials and other interests, they are likely to include:

1. Structural deficiencies -- ranging from rapid growth in the energy boom states that sometimes overwhelms local capacity to the regions which continue to experience population and income decline. ✓
2. The decline of certain central cities and metropolitan regions. ✓
3. The impact of Federal and state expenditures and tax systems on regional and city growth and decline. ✓

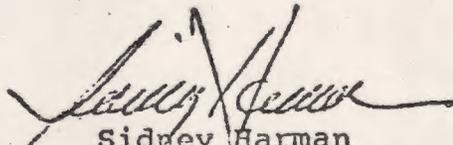


4. The effects of changes in energy and environmental policies on regions, states and localities. ✓
5. Future policy direction of the Economic Development Administration and the Title V Commissions. ✓
6. Ways in which full utilization of human resources can be achieved. ✓

Because of the significance of these issues and because the Conference affords a means of involving citizens and interest groups in the consideration of national economic policy, the Conference and its preliminary activities will comprise an important series of events in the first two years of your tenure.

As the statute directs, we are organizing state and multi-state regional pre-conference conferences (through the Title V Commissions) to solicit the views of labor and industry, consumers, environmental interests and state and local officials. In addition, we will participate with HUD in the 10 hearings which that Department is conducting during May and June in connection with the preparation of the Urban Growth Report. Arrangements have been made, through your Office of Intergovernmental Relations, to integrate the Growth Report, the Rural Goals Report (prepared by the Department of Agriculture) and the White House Conference. In addition, we have arranged to assure coordination between Conference activities and those of your Urban and Regional Policy Group.

The Conference itself will be held in February 1978, in Washington. This will allow time for the Conference findings to be presented to you and for you to integrate these into your policy recommendations that year. It will also afford time for thorough consultation with state and local elected officials. ✓

  
Sidney Harman  
Acting Secretary

ORIGINAL OF LETTER SENT TO

INDIVIDUALS LISTED ON ATTACHED SHEET

Re: Water Projects

Breeder Reactor

THE WHITE HOUSE  
WASHINGTON

8-2-77

To

My goal is the same as yours - to eliminate the pork-barrel water projects and to build a production model breeder reactor only when it is needed and we are sure of the best design. With your help we have already made surprising progress. This will be a continuing struggle which cannot be concluded at one stroke. Stick with me, and together we have a good chance to win.

Your friend,  
Jimmy Carter

THE FOLLOWING CONGRESSMEN SIGNED ATTACHED LETTER

CONGRESSMAN TOBY MOFFETT

CONGRESSMAN BUTLER DERRICK

CONGRESSMAN JIM GUY TUCKER

CONGRESSMAN MATT McHUGH

CONGRESSMAN PAUL TSONGAS

CONGRESSMAN GEORGE MILLER

CONGRESSMAN BOB EDGAR

CONGRESSMAN BERKLEY BEDELL

CONGRESSMAN ANDY MAGUIRE

CONGRESSMAN PETER KOSTMAYER

THE WHITE HOUSE  
WASHINGTON

8/1/77

Mr. President -

Attached is multi-signed letter  
re water projects "compromise",  
as noted on today's summary.

Jim Free suggests it may require  
a draft by you personally.

*Kathy*  
Kathy Baker

Congress of the United States  
House of Representatives  
Washington, D.C. 20515

*Susan -  
let me  
address  
175 -*

July 29, 1977

*ack (?)  
- 1 AUG 1977*

*J*

The Honorable Jimmy Carter  
President of the United States  
The White House  
Washington, D.C. 20500

Dear Mr. President:

Each of us was deeply involved in the effort to support your call for elimination of seventeen wasteful water projects from the Public Works Appropriations Act. Each of us believes very strongly that the time-honored pork barrel approach should give way to a merit analysis when Congress considers such projects.

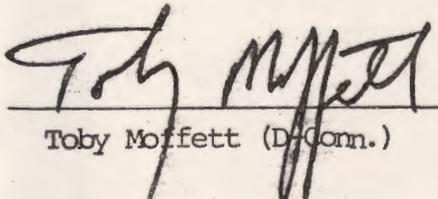
We want you to know that we were deeply disappointed to learn that you have decided to compromise on this matter and allow nine of the projects to be built.

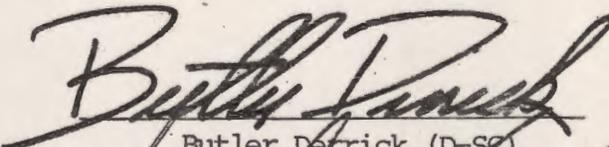
None of us have been House members for more than two terms. The core of support for your legislative proposals in most areas comes from such Democratic members. Most of the newer, younger Democratic members of the House applauded and defended your courageous action in attempting to eliminate the wasteful projects. Following the strong showing we made on the House floor, we were repeatedly assured by your representatives that no compromise would be made on this issue.

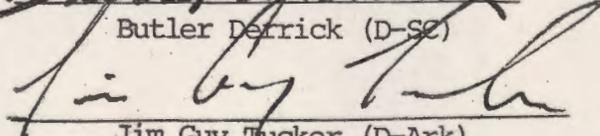
There is still little evidence that the compromise will achieve the results you are now reportedly seeking. It is by no means certain that the water projects the Congress has agreed to eliminate will be eliminated permanently. Nor is there any assurance that the breeder reactor will not be authorized and funded by the Congress.

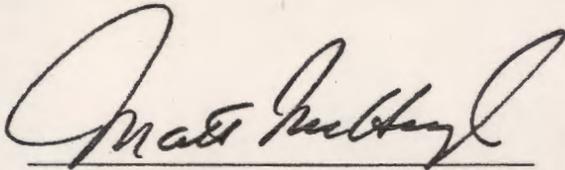
We are generally pleased with the job you are doing, but wanted you to know of our dismay over your actions on this matter.

Sincerely,

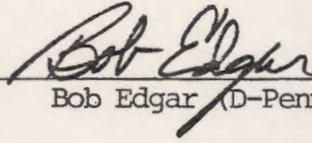
  
Toby Moffett (D-Conn.)

  
Butler Derrick (D-SC)

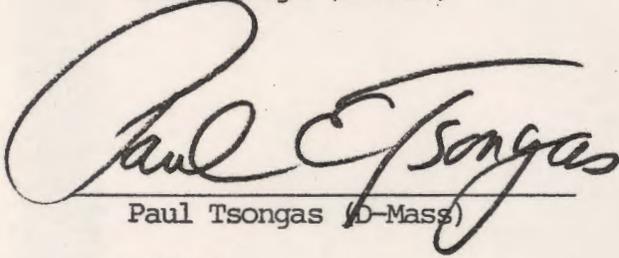
  
Jim Guy Tucker (D-Ark)



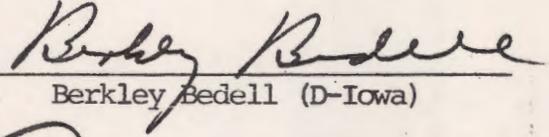
Matt McHugh (D-N.Y.)



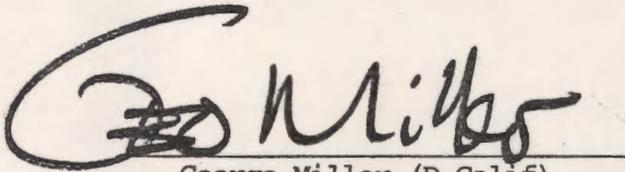
Bob Edgar (D-Penn)



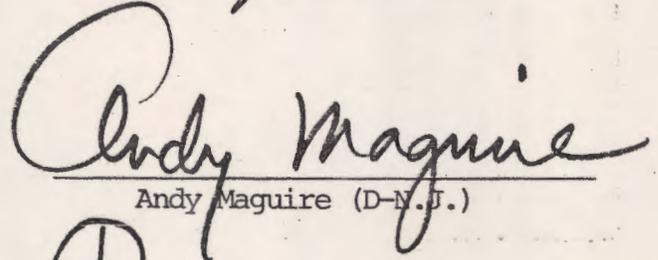
Paul Tsongas (D-Mass)



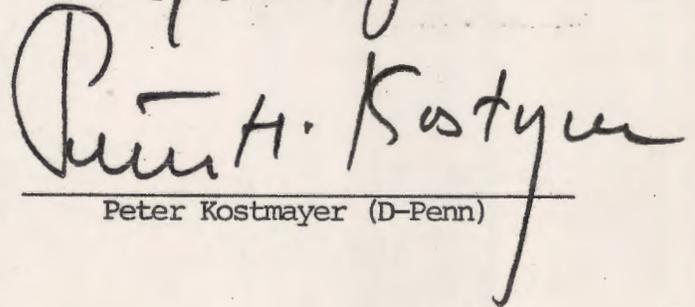
Berkley Bedell (D-Iowa)



George Miller (D-Calif)



Andy Maguire (D-N.J.)



Peter Kostmayer (D-Penn)

THE WHITE HOUSE  
WASHINGTON  
August 2, 1977

Zbig Brzezinski

The attached was returned  
in the President's outbox today  
and is forwarded to you for  
information and appropriate  
handling.

Rick Hutcheson

cc: Frank Moore

RE: FREEDOM AWARD PRESENTATION TO  
SENATOR HUMPHREY

THE WHITE HOUSE  
WASHINGTON

THE WHITE HOUSE  
WASHINGTON

Mr. President:

Tim Kraft says that it would not be possible to schedule this appearance, and recommends that you send the letter. You have a working dinner that evening with the Tanzanian President. The afternoon should be left free for contingencies, as this is the day before you leave town.

Rick

	FOR STAFFING
	FOR INFORMATION
	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

*letter to ZB  
to deliver*

ACTION	FYI	
		MONDALE
		COSTANZA
		EIZENSTAT
		JORDAN
		LIPSHUTZ
	X	MOORE
		POWELL
		WATSON
		LANCE
		SCHULTZE

	ENROLLED BILL
	AGENCY REPORT
	CAB DECISION
	EXECUTIVE ORDER
	Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day

		ARAGON
		BOURNE
	X	BRZEZINSKI
		BUTLER
		CARP
		H. CARTER
		CLOUGH
		FALLOWS
		FIRST LADY
		HARDEN
		HUTCHESON
		JAGODA
		KING

		KRAFT
		LINDER
		MITCHELL
		MOE
		PETERSON
		PETTIGREW
		POSTON
		PRESS
		SCHLESINGER
		SCHNEIDERS
		STRAUSS
		VOORDE
		WARREN

THE WHITE HOUSE

WASHINGTON

ACTION

July 30, 1977

MEMORANDUM FOR: THE PRESIDENT  
FROM: ZBIGNIEW BRZEZINSKI *ZB.*  
SUBJECT: Freedom Award Presentation to  
Senator Humphrey

The International Rescue Committee will present its Freedom Award to Senator Humphrey in recognition of his advocacy of human rights, his support for the cause of refugees, and his fight against totalitarian oppression.

The International Rescue Committee is a private voluntary agency founded in 1933 when Hitler seized control of Germany. It is dedicated to the cause of refugees.

Previous award recipients include Winston Churchill, George Meany, David Dubinsky, Lucius Clay, Willy Brandt, Jacob Javits and Chancellor Bruno Kreisky.

The award will be presented on August 4 from 5:30 to 7:00 p. m. in the Senate Caucus Room.

RECOMMENDATION:

That you drop by the award ceremony:

\_\_\_\_\_ APPROVE       \_\_\_\_\_ DISAPPROVE

Alternatively, that you sign the letter at Tab A which could be read during the ceremony. *I would deliver it.*

\_\_\_\_\_ APPROVE      \_\_\_\_\_ DISAPPROVE

THE WHITE HOUSE

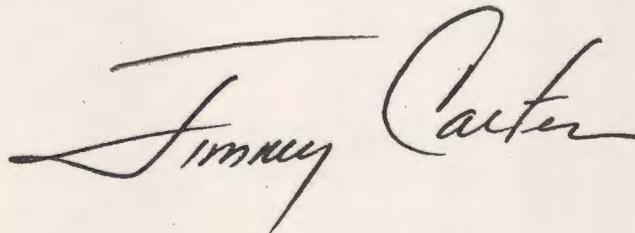
WASHINGTON

To Senator Humphrey

I am happy to join with so many of your friends today in honoring you as you receive the Freedom Award of the International Rescue Committee. Your support for aid to refugees and other victims of oppression is one facet of a career that, from the beginning, has been dedicated to a broad conception of human rights.

Freedom, as you have always understood, is fundamental to the nourishment of the human spirit. It can never be a frozen state of affairs; to survive, it must be a vibrant, living reality that is the basis for the building of a better world and a more just, more humane society. In the words of your friend Reinhold Niebuhr, who was a founder of the International Rescue Committee and long its chairman, the efforts of a free government must comprehend both "the mystery of the individual's freedom and dignity" and "the social substance of human existence."

Few men in our history have embraced this view of freedom with more imagination and zest than you have and few have done more to make it a reality.

A handwritten signature in cursive script that reads "Jimmy Carter". The signature is written in dark ink and is positioned to the right of the typed name.

Honorable Hubert H. Humphrey  
United States Senate  
Washington, D. C. 20510

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LEO CHERNE  
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Please reply to  
1920 L Street, N. W.  
Washington, D.C. 20036  
202-293-3860

July 22, 1977

RI  
↑  
arrange  
23  
N.B.  
↑

Dr. Zbigniew Brzezinski  
Assistant to the President  
for National Security Affairs  
The White House  
Washington, D.C. 20500

Dear Zbig

As you know, we will be honoring Senator Humphrey on August 4 by giving him the Freedom Award. Of course, we would be most pleased if President Carter were able to attend the ceremony. Do you think there is any possibility?

In any event it would be a most gracious gesture if the President wrote a letter that could be read during the ceremony.

If the idea appeals to you, I would be glad to supply you with the information that would be needed for such a letter.

I await your response.

Sincerely

Leonard H. Marks  
President

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- Hong Kong
- Kinshasa
- Madrid
- Mexico City
- Montreal
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- Nuremberg
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- Rome
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THE WHITE HOUSE

WASHINGTON

Date: July 30, 1977

MEMORANDUM

**FOR ACTION:**  
  
Frank Moore  
Tim Kraft

**FOR INFORMATION:**

**FROM:** Rick Hutcheson, Staff Secretary

**SUBJECT:** Brzezinski memo dated 7/30/77 re Freedom Award  
Presentation for Senator Humphrey.

**YOUR RESPONSE MUST BE DELIVERED  
TO THE STAFF SECRETARY BY:**

**TIME:** 9:00 AM

**DAY:** Tuesday

**DATE:** August 2, 1977

**ACTION REQUESTED:**

Your comments

Other:

**STAFF RESPONSE:**

I concur.

No comment.

*Please note other comments below:*

**PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.**

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately. (Telephone, 7052)

THE WHITE HOUSE  
WASHINGTON

<input checked="" type="checkbox"/>	FOR STAFFING
<input checked="" type="checkbox"/>	FOR INFORMATION
	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

ACTION	FYI	
		MONDALE
		COSTANZA
		EIZENSTAT
		JORDAN
		LIPSHUTZ
		MOORE
		POWELL
		WATSON
		LANCE
		SCHULTZE

	ENROLLED BILL
	AGENCY REPORT
	CAB DECISION
	EXECUTIVE ORDER
	Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day

	ARAGON
	BOURNE
	BRZEZINSKI
	BUTLER
	CARP
	H. CARTER
	CLOUGH
	FALLOWS
	FIRST LADY
	HARDEN
	HUTCHESON
	JAGODA
	KING

<input checked="" type="checkbox"/>	KRAFT
	LINDER
	MITCHELL
	MOE
	PETERSON
	PETTIGREW
	POSTON
	PRESS
	SCHLESINGER
	SCHNEIDERS
	STRAUSS
<input checked="" type="checkbox"/>	VOORDE
	WARREN

## THE WHITE HOUSE

WASHINGTON

ACTION

July 30, 1977

MEMORANDUM FOR: THE PRESIDENT  
FROM: ZBIGNIEW BRZEZINSKI *ZB*  
SUBJECT: Freedom Award Presentation to  
Senator Humphrey

The International Rescue Committee will present its Freedom Award to Senator Humphrey in recognition of his advocacy of human rights, his support for the cause of refugees, and his fight against totalitarian oppression.

The International Rescue Committee is a private voluntary agency founded in 1933 when Hitler seized control of Germany. It is dedicated to the cause of refugees.

Previous award recipients include Winston Churchill, George Meany, David Dubinsky, Lucius Clay, Willy Brandt, Jacob Javits and Chancellor Bruno Kreisky.

The award will be presented on August 4 from 5:30 to 7:00 p. m. in the Senate Caucus Room.

RECOMMENDATION:

That you drop by the award ceremony:

\_\_\_\_\_ APPROVE      \_\_\_\_\_ DISAPPROVE

Alternatively, that you sign the letter at Tab A which could be read during the ceremony. *I will deliver it.*

\_\_\_\_\_ APPROVE      \_\_\_\_\_ DISAPPROVE

THE WHITE HOUSE  
WASHINGTON

To Senator Humphrey

I am happy to join with so many of your friends today in honoring you as you receive the Freedom Award of the International Rescue Committee. Your support for aid to refugees and other victims of oppression is one facet of a career that, from the beginning, has been dedicated to a broad conception of human rights.

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Honorable Hubert H. Humphrey  
United States Senate  
Washington, D. C. 20510

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1920 L Street, N. W.  
Washington, D. C. 20036  
202-293-3860

July 22, 1977

Dr. Zbigniew Brzezinski  
Assistant to the President  
for National Security Affairs  
The White House  
Washington, D. C. 20500

Dear Zbig

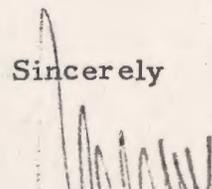
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I await your response.

Sincerely

  
Leonard H. Marks  
President

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23  
N.B  
↑

Date: July 30, 1977

MEMORANDUM

## FOR ACTION:

Frank Moore  
Tim Kraft ✓

## FOR INFORMATION:

FROM: Rick Hutcheson, Staff Secretary

SUBJECT: Brzezinski memo dated 7/30/77 re Freedom Award  
Presentation for Senator Humphrey.YOUR RESPONSE MUST BE DELIVERED  
TO THE STAFF SECRETARY BY:

TIME: 9:00 AM

DAY: Tuesday

DATE: August 2, 1977

## ACTION REQUESTED:

 Your comments

## Other:

Given the date ---the day before Congress recesses and the President leaves town, he should have that afternoon free for Congressional contingencies ---which are usually heavy just before departure. Also, that evening he has a working dinner with the Tanzanian President. We can't schedule

STAFF RESPONSE: this appearance.

TK

 I concur. No comment. TK*Please note other comments below:***PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.**

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately. (Telephone, 7052)