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http://www.jimmycarterlibrary.gov/library/findingaids/Staff_Secretary.pdf
TODAY I AM SENDING CONGRESS A MESSAGE WHICH EXPRESS MY STRONG CONCERN ABOUT THE CRIME, SICKNESS AND DEATH CAUSED BY THE ABUSE OF DRUGS -- INCLUDING BARBITURATES AND ALCOHOL. THE ESTIMATED COST OF DRUG ABUSE IN AMERICA EXCEEDS $15 BILLION EACH YEAR.

I AM ORDERING THE ATTORNEY GENERAL TO CONCENTRATE ON BREAKING THE LINKS
BETWEEN ORGANIZED CRIME AND DRUG TRAFFIC, TO ENHANCE COOPERATION AMONG ALL LAW ENFORCEMENT AGENCIES AND TO ENSURE MORE CERTAIN CONVICTION AND QUICK PUNISHMENT FOR THOSE WHO HABITUALLY TRAFFIC IN DRUGS.

WE WILL NOT HAVE AN EFFECTIVE AND UNITED FEDERAL EFFORT AGAINST DRUGS UNLESS WE REORGANIZE THE CURRENT FEDERAL EFFORT, NOW DIVIDED AMONG MORE THAN 20 DIFFERENT, OFTEN COMPETING, AGENCIES. THEREFORE, I AM DIRECTING MY STAFF TO STUDY WAYS TO ELIMINATE THIS DUPLICATION AND OVERLAP AND TO END THE LONG-STANDING FRAGMENTATION AMONG OUR INTERNATIONAL PROGRAMS.
DRUG ENFORCEMENT PROGRAMS, AND OUR TREATMENT, REHABILITATION AND PREVENTION EFFORTS.

WE MUST ALSO HAVE INTERNATIONAL COOPERATION TO CONTROL THE PRODUCTION AND TRANSPORT OF DANGEROUS DRUGS, AND BLOCK THEIR MOVEMENT.

WE ARE MAKING SOME PROGRESS IN THIS ALREADY, IN PART BECAUSE OF COOPERATION FROM THE GOVERNMENTS OF MEXICO, BURMA, COLOMBIA AND THAILAND.

HEROIN SOLD ON OUR STREETS IS NOW IN SUCH SHORT SUPPLY THAT IT IS
ONLY 4.9 PERCENT PURE -- THE LOWEST QUALITY DETECTED SINCE RECORDS HAVE BEEN KEPT.

WE WILL MAKE FURTHER EFFORTS TO DEAL WITH THE PROBLEM ON THE INTERNATIONAL LEVEL, BY COOPERATING WITH LAW ENFORCEMENT OFFICIALS ABROAD, BY SHARING TREATMENT KNOWLEDGE, BY BACKING UNITED NATIONS DRUG PROGRAMS, BY HELPING TO FIND ALTERNATE CROPS FOR DRUG-PRODUCING COUNTRIES, AND BY SUPPORTING THE RATIFICATION OF THE CONVENTION ON PSYCHOTROPIC SUBSTANCES.

IN OUR OWN COUNTRY, I AM ORDERING A STUDY OF HOW WE CAN BEST CONTROL THE
ABUSE OF BARBITURATES AND OTHER PRESCRIPTION DRUGS -- WHICH CAUSE MANY DEATHS -- WHILE NOT INTERFERING WITH THEIR LEGITIMATE MEDICAL USE.

I SUPPORT A CHANGE IN LAW TO END FEDERAL CRIMINAL PENALTIES FOR POSSESSION OF UP TO ONE OUNCE OF MARIJUANA, LEAVING THE STATES FREE TO ADOPT WHATEVER LAWS THEY WISH CONCERNING MARIJUANA.

DECRIMINALIZATION IS NOT LEGALIZATION. I DO NOT CONDONE ANY DRUG ABUSE, AND WE WILL DO EVERYTHING
POSSIBLE TO REDUCE THIS SERIOUS THREAT TO OUR SOCIETY. FEDERAL CIVIL PENALTIES SHOULD BE EXACTED AS A CONTINUED AS A DETERRENT TO POSSESSION AND USE OF MARIJUANA.

DRUG RESEARCH AND TREATMENT PROGRAMS WILL ALSO BE IMPROVED TO LESSEN THE ADVERSE IMPACT OF DRUGS ON THE LIVES OF OUR PEOPLE.

IT IS ULTIMATELY THE STRENGTH OF THE AMERICAN PEOPLE, OF OUR VALUES AND OUR SOCIETY, THAT WILL DETERMINE WHETHER WE CAN BE SUCCESSFUL IN OUR FIGHT AGAINST DRUG ABUSE.
STATEMENT RE DRUG ABUSE
AUGUST 2, 1977

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

Rick Hutcheson
RE: HOUSING OF DOE
MEMORANDUM FOR

THE ADMINISTRATOR
GENERAL SERVICES ADMINISTRATION

I have decided to house the new Department of Energy (when it is established), in the James Forrestal Building Complex.

Please take immediate action to relocate the present occupants. Some space should be made available upon the Department of Energy being authorized by Congress, with full availability of space by October 1, 1977.

Please work with the Secretary of Defense Harold Brown and James R. Schlesinger to carry out this directive speedily and smoothly.

[Signature]

Electrostatic Copy Made
for Preservation Purposes
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[Signature]
PROPOSED CONSOLIDATION OF ENERGY FUNCTIONS
The Secretary of Energy Designate's representatives have informally advised GSA of tentative space requirements for the new Department of Energy. In this regard, it was stated that the Department expects to grow from 7,900 people to between 12,000 and 15,000 at the seat of Government and upwards to 20,000 nationwide.

Region 3 personnel have been working with Energy representatives in developing various housing plans for the agency. These alternatives range from Energy's desire to occupy the James Forrestal Building as a headquarters to GSA's more moderate proposal of using either the New Post Office or Casimir Pulaski Building as a headquarters. It should be noted that all of the alternatives presented here envision the retention of the Government-owned facility and 2 leased buildings located in Germantown, which house nearly 2,200 employees. Therefore, the alternatives presented are for housing the remaining 5,700 employees plus some expansion. It should also be noted that all personnel figures and square footages used in this analysis are based on current employment levels and space assignments of those activities identified in pending legislation to be a part of the new department.

Should the Department grow as quickly as it has been tentatively suggested by the Energy representatives, the current market situation in D.C. will preclude our housing an additional 4,000 to 7,000 people.

ALTERNATIVE I - Use the Forrestal Building as Headquarters:

Advantages

1. Large building which would house approximately 5,000 people.
2. Prime location which would give Energy high public visibility in keeping with its important mission.

Disadvantages

1. Would require the dislocation of the present Department of Defense occupants.
2. Would require President's intervention because 2 cabinet level officials are involved.
3. Would engender probable lawsuits by employees, employees' unions, and/or environmentalists, and resistance by local political jurisdictions, which would create a considerable delay.
4. Such a move would have to be made in many phases requiring an extended period of time because:
   - Necessity for a minimum of 7 prospectuses for both lease acquisition and alterations to Federal Buildings
- Necessity to vacate space in Crystal City to make way for DOD in furtherance of its Northern Virginia enclave

- Actual renovation of space to meet needs of both DOD and Department of Energy

- Leased space to coincide with phasing of relocations may not be available

**ALTERNATIVE II** - Use the New Post Office Building as Headquarters:

**Advantages**

1. Was constructed as a monumental Government headquarters building, ideally located on Pennsylvania Avenue.

2. Since it was formerly occupied by the Postmaster General, it has unique facilities suitable for a Secretary's office.

3. Would cause minimum disruption since major components of the new department would remain in their present locations (ERDA, FPC, FEA).

4. Could be accomplished in a relatively short period requiring only 2 prospectuses at most: renovation of New Post Office and acquisition of the Bicentennial Building.

5. Immediate use of 1900 Half Street (Buzzard Point) would serve as a staging area for developing the organizational structure of the new department.

**Disadvantages**

1. Does not consolidate Department to the extent that Forrestal Building would.

2. Requires acquisition of 120,000 square feet of space and the relocation of Alcohol, Tobacco and Firearms from the Post Office Building.

3. Would preclude occupancy of space at 1900 Half Street by the FBI's Washington Field Office.

**ALTERNATIVE III** - Use Casimir Pulaski (20 Massachusetts Avenue) as Headquarters Building:

**Advantages**

1. Building is currently configured in a manner that would readily
accommodate its use by a cabinet level activity.

2. Located in proximity to the Capitol and is in a short, direct line with the White House.

3. Would require only one prospectus: for the acquisition of approximately 120,000 square feet of space in a nearby building.

4. Immediate use of 1900 Half Street (Buzzard Point) would serve as a staging area for developing the organizational structure of the new department.

Disadvantages
1. Would not effect as great a consolidation as Alternative I would.

2. Would necessitate dislocation and fragmentation of a major portion of the ERDA headquarters.

3. Requires acquisition of about 120,000 square feet of new space.

4. Would preclude occupancy of space at 1900 Half Street by the FBI's Washington Field Office.

RECOMMENDATION:

Alternative 3 is recommended because it would permit the housing of a new department in relatively few buildings in an expeditious manner, pending the development of a long-range, permanent housing plan for the Department.
### Proposed Consolidation of Energy Functions

#### Present Locations

<table>
<thead>
<tr>
<th>Energy Research Development Agency</th>
<th>Gross Square Feet</th>
<th>Occupiable Square Feet</th>
<th>Personnel</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Germantown, Maryland)</td>
<td>596,965</td>
<td>383,265</td>
<td>1,828</td>
</tr>
<tr>
<td>1 (Century XXI, Germantown, Maryland)</td>
<td>51,193</td>
<td>40,955</td>
<td>210</td>
</tr>
<tr>
<td>2 (Century XXI, (A) Germantown, Maryland)</td>
<td>41,975</td>
<td>33,580</td>
<td>160</td>
</tr>
<tr>
<td>20 Massachusetts Avenue, NW</td>
<td>428,013</td>
<td>342,410 *</td>
<td>1,325</td>
</tr>
<tr>
<td>3 Letter Carrier Building</td>
<td>12,181</td>
<td>9,745</td>
<td>50</td>
</tr>
<tr>
<td>4 Railway Labor Building</td>
<td>66,250</td>
<td>53,000</td>
<td>325</td>
</tr>
<tr>
<td>*Includes 77,639 sq.ft. inside parking</td>
<td>1,196,577</td>
<td>862,955</td>
<td>3,898</td>
</tr>
</tbody>
</table>

#### Federal Energy Administration

| 5 New Post Office                | 272,063           | 209,279                 | 1,221     |
| 6 Old Post Office               | 48,990            | 37,685                  | 126       |
| 7 1726 M Street, NW             | 34,981            | 27,985                  | 154       |
| 8 2000 M Street, NW             | 155,079           | 124,063                 | 623       |
| 9 Vanguard Building              | 9,838             | 7,870                   | 36        |
|                                  | 520,951           | 406,882                 | 2,160     |

#### Federal Power Commission

| 10 Union Center Plaza           | 36,465            | 29,172                  | 133       |
| 11 Union Center Plaza North     | 364,856           | 291,885 *               | 1,132     |
| 12 Miller Warehouse (Storage)   | 16,613            | 13,290                  | 0         |
|                                  | 417,934           | 334,347                 | 1,265     |
| *Includes 46,200 sq.ft. of inside parking |             |                         |           |

#### Department of Defense

| 13 Crystal Plaza #6             | 7,731             | 6,185                   | 42        |

#### Department of Interior

| 14 Columbia Plaza               | 21,875            | 17,500                  | 116       |
| 15 Main Interior Building       | 3,375             | 2,700                   | 18        |
| 16 Geological Survey Building   | 50,625            | 40,500                  | 270       |
| 17 1725 K Street, NW            | 14,806            | 11,845                  | 80        |
|                                  | 151,381           | 72,545                  | 484       |

#### Department of Commerce

<p>| 18 Main Commerce Building       | 7,560             | 5,815                   | 38        |</p>
<table>
<thead>
<tr>
<th>Building/Purpose</th>
<th>Gross Area</th>
<th>Leased</th>
<th>OCC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Department of Housing and Urban Development</td>
<td>3,055</td>
<td>2,350</td>
<td>21</td>
</tr>
<tr>
<td><strong>Security Exchange Commission</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>20 1100 L Street, NW</td>
<td>3,550</td>
<td>2,840</td>
<td>18</td>
</tr>
<tr>
<td><strong>International Commerce Commission</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>21 Main International Commerce Commission</td>
<td>2,340</td>
<td>1,800</td>
<td>17</td>
</tr>
<tr>
<td>Approximate Total</td>
<td>2,311,079</td>
<td>1,695,719</td>
<td>7,943</td>
</tr>
<tr>
<td>Less: Germantown</td>
<td>690,133</td>
<td>457,800</td>
<td>2,198</td>
</tr>
<tr>
<td></td>
<td>1,620,946</td>
<td>1,237,919</td>
<td>5,745</td>
</tr>
</tbody>
</table>

**NOTE:** In cases where occupancy is a portion of the total building, a percentage factor has been used to determine Gross Building Area.
CURRENT MARKET STATUS:
The Washington, DC real estate market contains over 39 million square feet of competitive commercial office space in over 395 buildings. The buildings are predominantly modern, less than thirty years old, and because of District of Columbia height limitations generally 12-14 stories or less in height.

The overall vacancy rate for the District is approximately 4.54 percent. In buildings presently containing space of the quality the Government is seeking the vacancy rate is lower, approximately 2 percent. Most vacant space is in buildings renting in excess of $8.00 per square foot. The following rental rate analysis taken from a recent Apartment and Office Building Association of Metropolitan Washington (AOBA) survey depicts vacancy rates over a $5.00 - 8.00 per square foot range.

AOBA OCCUPANCY SURVEY AS OF OCTOBER 1, 1976

RENTAL RATE ANALYSIS - DISTRICT OF COLUMBIA

<table>
<thead>
<tr>
<th>Rental Rate</th>
<th>Under $5.00</th>
<th>$5.00 to $6.00</th>
<th>$6.00 to $7.00</th>
<th>$7.00 to $8.00</th>
<th>Over $8.00</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Occupied:</td>
<td>107,000</td>
<td>513,298</td>
<td>1,647,777</td>
<td>3,059,777</td>
<td>2,149,108</td>
<td>7,476,960</td>
</tr>
<tr>
<td></td>
<td>100%</td>
<td>95.20%</td>
<td>97.95%</td>
<td>98.56%</td>
<td>89.55%</td>
<td>95.46%</td>
</tr>
<tr>
<td>Vacant:</td>
<td>-0-</td>
<td>25,859</td>
<td>34,429</td>
<td>44,713</td>
<td>250,690</td>
<td>355,696</td>
</tr>
<tr>
<td></td>
<td>4.80%</td>
<td>2.05%</td>
<td>1.44%</td>
<td>10.45%</td>
<td>4.54%</td>
<td></td>
</tr>
<tr>
<td>Total:</td>
<td>107,000</td>
<td>539,157</td>
<td>1,682,206</td>
<td>3,104,490</td>
<td>2,399,798</td>
<td>7,832,656</td>
</tr>
<tr>
<td></td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Total Number of Buildings Reporting for D.C. : 67
Total Number of Square Feet Reporting for D.C. : 7,832,656
Total Number of Square Feet Reported as Vacant : 355,696
Percentage of Square Feet Vacant : 4.54%

1/ Only one building reported in this category.

The rate of new construction is having minimal effect on the vacancy rate of buildings which could provide space of the type the Government requires. In 1976, only 353,325 square feet of
space was added to the market and most of this space is in the
$8.00 plus per square foot range. During 1977, AOA estimates
that 765,000 square feet of new space will be added to the market
with rents ranging from $10.50 to $12.50 per square foot. The
average rent for existing buildings in the District is approximately
$8.50 per square foot. During 1976 1,529,000 square feet of new
space (added to the market in the last several years) was leased
at an average rental of $9.50 per square foot.

GSA LEASED SPACE:
The General Services Administration currently leases approximately
14 million square feet of space in the District in approximately
146 buildings. The bulk of these buildings are modern (built within
the last 30 years); however, GSA leases very little space in
buildings constructed within the last five years. The range of
rental rates is from $5.50 to $8.50, with the bulk being in the
$6.00 - $7.00 range. The average lease term is approximately five
years with the trend being for shorter leases due primarily to
increasing unwillingness of lessors to accept the standard
Government real estate tax and operating expense escalation clauses
which provide them limited relief.

Recent Solicitations for Offers and negotiations have resulted
in rents of $7.50 to $8.30. We anticipate rents to increase 5
to 10 percent in the next year.

Bicentennial Building
600 E Street, NW.
Subject building is approximately 2 years old and consists of ten
stories above ground and 3 parking levels below ground with a
gross of 427,128 square feet. Each floor consists of approximately
32,856 square feet. The building exterior is made of brick and
masonry block. It is serviced by six Armor 4,000 pound elevators.
Eating facilities, public transportation, restaurants, and commercial
stores are within a two block radius. The interior floor covering
is vinyl asbestos tile or carpeting at tenant option and has
recessed fluorescent lighting. The lessor has approximately 135,000
square feet for lease remaining available. The quality of the
space is very good, but would need alterations to make it suitable
for Government use. The offered rate was $8.05 per square foot
for a five year term. The rental rate includes all services and
utilities.

International Square
1850 K Street, NW.
Subject building is a new building and consists of twelve stories
with a gross of 350,000 square feet. Space range from 27,000
to 32,000 square feet per floor. The building exterior is made of
Precast architectural concrete and glass. Allowances will be given for floor covering and partitioning. The interior has recessed fluorescent lighting. Eating facilities and public transportation are within a one to two block radius. It is located in the central downtown business district. The lessor has approximately 100,000 square feet for lease remaining available.

The quality of space is very good, but would need alterations to make it suitable for Government use. The offered rate ranges from $10.50 to $12.50 per square foot. The rental rate includes all services and utilities.
Arlington County, Virginia, is an urban-suburban community of approximately 25.7 square miles, of which about 4.6 square miles or 18% is owned by the Federal Government. The County has developed as an overflow from the District of Columbia, first as a suburban residential community and more recently as a stabilized suburban complex with a sound economic base. The pattern of growth has included concentrations of high-rise office and apartment buildings in Rosslyn and Crystal City with the Government creating a heavy demand for office space in these areas. Between the years of 1965 and 1970, the Government was absorbing office space in Northern Virginia at an annual rate in excess of 800,000 square feet which constituted about 80% of all office space available in the area during that period.

The Arlington County commercial real estate market contains over 13 million square feet of space in more than 175 buildings. The buildings are predominately modern, as more than two-thirds of the total have been constructed since the mid-1950's. The overall vacancy rate for Northern Virginia is approximately six percent. The following rental rate analysis obtained from the Apartment and Office Building Association (AOBA) depicts vacancy rates in Metropolitan Virginia.

RENTAL RATE ANALYSIS - METRO VIRGINIA

<table>
<thead>
<tr>
<th></th>
<th>$5.00</th>
<th>$6.00</th>
<th>$7.00</th>
<th>$8.00</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under $5.00</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>to $6.00</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>to $7.00</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Over $8.00</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Total: 1,687,342

Occupied: 1,674,632

Vacant: 12,710

Total Number of Buildings Reporting for Virginia: 33

Total Number of Square Feet Reporting for Virginia: 3,907,438

Total Number of Square Feet Reported as Vacant: 237,422
The rate of new construction is expected to have minimal effect on the vacancy rate of buildings which could provide space of the type the Government requires. The Arlington County Planning Division anticipates that perhaps 250,000 square feet of space will be added to the market in 1977, primarily in the higher rental range. AOBA is generally in agreement with this forecast and evaluated the market with the observation that this is not a "boom" period as we saw in the 1960's. AOBA also anticipates that the vacancy rate for Government-quality space will be very low in the near future.

The General Services Administration currently leases approximately 8.2 million square feet of space in over 100 buildings. Of this amount, about 1.3 million square feet in 31 buildings consists of warehouse type space. Most of the office space leased by GSA in Northern Virginia, including Arlington County, is in modern buildings constructed in the last 20 years. Rental rates generally fall in the $5.00 to $7.00 range, with the average cost around $6.50. Most leases are for a five-year term, but many of the larger leases are for longer terms of 10 to 20 years with escalation.

Recent negotiations and market surveys have revealed that first class office space in the more convenient areas of Northern Virginia is renting for $7.00 to $8.00 or more. Potential Lessors do not appear receptive to long term leases unless the Government pays for metered utilities. We expect an increase in rental rate of about 5 to 10 percent during the next year, with a typical lease term of five years.

See the attached list for space currently available for lease.

Prepared by: Judy Kraft
OFFICE SPACE AVAILABLE IN
WASHINGTON METROPOLITAN AREA
AS OF MARCH 8, 1977

<table>
<thead>
<tr>
<th>WASHINGTON, DC</th>
<th>SQUARE FEET</th>
<th>DATE AVAILABLE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Building</td>
<td></td>
<td></td>
</tr>
<tr>
<td>600 E Street, NW</td>
<td>135,000</td>
<td>NOW</td>
</tr>
<tr>
<td>1850 K Street, NW</td>
<td>100,000</td>
<td>NOW</td>
</tr>
<tr>
<td>1990 K Street, NW</td>
<td>100,000</td>
<td>Late 1978</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>METROPOLITAN VIRGINIA AREA</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Building</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Magazine Bldg., Rosslyn</td>
<td>80,000</td>
<td>NOW</td>
</tr>
<tr>
<td>Martin Van Buren (NC 1) Crystal City</td>
<td>65,000</td>
<td>NOW</td>
</tr>
<tr>
<td>Crystal Square #4 Crystal City</td>
<td>75,000</td>
<td>5-77</td>
</tr>
<tr>
<td>700 N. Fairfax St., Alexandria</td>
<td>50,000</td>
<td>7-77</td>
</tr>
<tr>
<td>Westgate Park &amp; Westpark, McLean Polk</td>
<td>60,000</td>
<td>NOW</td>
</tr>
<tr>
<td>Culpepper</td>
<td>85,000</td>
<td>3-78</td>
</tr>
<tr>
<td>Gloucester</td>
<td>130,000</td>
<td>8-78</td>
</tr>
<tr>
<td>Halifax</td>
<td>250,000</td>
<td>18 months</td>
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</table>

<table>
<thead>
<tr>
<th>METROPOLITAN MARYLAND AREA</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Building</td>
<td></td>
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</tr>
<tr>
<td>Energy Bldg., 6011 Exec. Blvd.</td>
<td>137,000</td>
<td>11-77</td>
</tr>
<tr>
<td>Rockville, MD</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7455 Research Blvd.,</td>
<td>43,400</td>
<td>NOW</td>
</tr>
<tr>
<td>Rockville, MD</td>
<td>44,000</td>
<td>end of 77</td>
</tr>
<tr>
<td>(a light industrial type Bldg.)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>East West Towers North</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4350 East West Highway</td>
<td>83,000</td>
<td>Aug. 15th to Sept.</td>
</tr>
<tr>
<td>Bethesda, MD</td>
<td></td>
<td></td>
</tr>
<tr>
<td>East West Towers South</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4350 East West Highway</td>
<td>180,000</td>
<td>April 78</td>
</tr>
<tr>
<td>Bethesda, MD</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Montgomery Plaza, 656 Quince Orchard Gaithersburg, MD</td>
<td>54,410</td>
<td>NOW</td>
</tr>
<tr>
<td>Corridor Bldg</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5 Chokcherry Rd., Rockville, MD</td>
<td>67,570</td>
<td>Nov. 77</td>
</tr>
<tr>
<td>Unibank Bldg., Monroe St.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rockville, MD</td>
<td>60,000</td>
<td>NOW</td>
</tr>
</tbody>
</table>
PROPOSED ENERGY DEPT. ALTERNATE I

1. 1726 M. FEA - 28,000
2. Vanguard FEA - 38,000
3. Old PO FEA - 5,000

- 2,000 M. FEA 194,000
- Common Wealth: Vacant - 43,000
- Magazine: Acquire - 12,000

- 1st MOVE
- 2nd MOVE
- 3rd MOVE
- 4th MOVE
- 5th MOVE
- 6th MOVE

- Buzzard Pk
- Tempo A&B - 190,000
- Bicentennial Acquire - 107,000 for ATF

- Forrestal

- crystal hall: Lib Cong - 105,000
- Crystal Mall - EPA - 81,000
- Crystal SQ. FSS - 372,000
- Natl Ctr. Acquire - 65,000

- Union Ctr. Plaza - FPC - 320,000
- Railway Labor - ERDA - 53,000
- 20 Mass Ave - ERDA - 296,000
- Letter Carrier - ERDA - 10,000

Remainder - 107,000

Backfill Space Available
- 20 Mass Ave - 296,000
- Railway Labor - 53,000
- Union Ctr - 214,000
- 1726 M - 28,000
- Vanguard - 8,000
- Buzzard Pk - 47,000

Estimated Cost - 22-25 Million
Time - 2-3 Years
### ALTERNATIVE I

1/ Cost of new space acquisitions (327,000 sq. ft. @ 8.00 per sq. ft.) annualized $ 2,616,000

Cost of physical move out of Forrestal (910,000 sq. ft. @ $1.00 per sq. ft.) 910,000

2/ Cost of preparing space into which Forrestal activities would move (691,000 sq. ft. @ $5.00 per sq. ft.) 3,455,000

Cost of physically moving activities out of building to make way for Forrestal activities (458,000 sq. ft. @ $1.00 per sq. ft.) 458,000

2/ Cost of altering space into which these activities would be relocated (105,000 sq. ft. @ $5.00 per sq. ft.) 525,000

Cost of altering Forrestal for Energy (910,000 sq. ft. @ $10.00 per sq. ft.) 9,100,000

Cost of backfilling space vacated by realignment of Energy (675,000 sq. ft. @ $5.00 per sq. ft.) 3,375,000

Cost of physically moving Energy activities into Forrestal and N.P.O. (1,015,000 sq. ft. @ $1.00 per sq. ft.) 1,015,000

Cost of altering space in N.P.O. vacated by AT & F (107,000 sq. ft. @ $10.00 per sq. ft.) 1,070,000

3/ Less 2000 M Street

<table>
<thead>
<tr>
<th>Location</th>
<th>Square Footage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bicentennial</td>
<td>107,000</td>
</tr>
<tr>
<td>Magazine</td>
<td>80,000</td>
</tr>
<tr>
<td>Crystal Sq.</td>
<td>75,000</td>
</tr>
<tr>
<td>NC - 1</td>
<td>65,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>327,000</strong></td>
</tr>
</tbody>
</table>

$22,524,000

$21,471,000

1/ Excludes cost for new acquisitions, since alterations are included in rental.

3/ Due to current market conditions, it may be necessary to enter into a succeeding lease for the entire block of space presently occupied.
Partial Listing of Forrestal Building Occupancy

<table>
<thead>
<tr>
<th>Agency</th>
<th>Space (sq. ft.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Military District of Washington</td>
<td>40,726</td>
</tr>
<tr>
<td>Finance &amp; Accounting Office</td>
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</tr>
<tr>
<td>Military District of Washington</td>
<td>5,570</td>
</tr>
<tr>
<td>U.S.A.F. Office of Special Investigations</td>
<td>96,240</td>
</tr>
<tr>
<td>Conference Rooms</td>
<td>23,715</td>
</tr>
<tr>
<td>Defense Health Unit</td>
<td>7,880</td>
</tr>
<tr>
<td>Defense Print Shop</td>
<td>7,700</td>
</tr>
<tr>
<td>Adjutant General</td>
<td>39,480</td>
</tr>
<tr>
<td>G.A.O.</td>
<td>5,400</td>
</tr>
<tr>
<td>U.S. Army Training</td>
<td>5,870</td>
</tr>
<tr>
<td>Military Personnel Center</td>
<td>1,200</td>
</tr>
<tr>
<td>Defense Investigative Service</td>
<td>29,230</td>
</tr>
<tr>
<td>U.S. Army Corps of Engineers</td>
<td>158,610</td>
</tr>
<tr>
<td>Rifle Board</td>
<td>10,905</td>
</tr>
<tr>
<td>Adutant General T.A.G.O.</td>
<td>9,635</td>
</tr>
<tr>
<td>U.S.A. CECIA CONOS</td>
<td>12,030</td>
</tr>
<tr>
<td>CIAD</td>
<td>8,225</td>
</tr>
<tr>
<td>DISPER CAREPN MGT</td>
<td>8,625</td>
</tr>
<tr>
<td>TRI Service Medical Info. System</td>
<td>9,100</td>
</tr>
<tr>
<td>Army History</td>
<td>5,880</td>
</tr>
<tr>
<td>Under Secretary of the Army</td>
<td>1,200</td>
</tr>
<tr>
<td>U.S.A. Adjutant General</td>
<td>39,560</td>
</tr>
<tr>
<td>U.S.A.F. Civilian Personnel Directorate</td>
<td>15,360</td>
</tr>
<tr>
<td>U.S.A.F. Sergeant General</td>
<td>44,065</td>
</tr>
<tr>
<td>Department/Office</td>
<td>Budget</td>
</tr>
<tr>
<td>------------------------------------------------------</td>
<td>---------</td>
</tr>
<tr>
<td>DCS PERS</td>
<td>8,125</td>
</tr>
<tr>
<td>U.S. Army Chief of Engineers</td>
<td>35,780</td>
</tr>
<tr>
<td>Explosive Safety Board</td>
<td>4,900</td>
</tr>
<tr>
<td>EEO Military District of Washington</td>
<td>20,750</td>
</tr>
<tr>
<td>U.S. Army Surgeon General</td>
<td>62,865</td>
</tr>
<tr>
<td>Executive Secretary of Defense</td>
<td>2,000</td>
</tr>
<tr>
<td>Military District of Washington Civilian Personnel Director</td>
<td>7,500</td>
</tr>
<tr>
<td>Wage Fix Authority</td>
<td>1,200</td>
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<tr>
<td>D.O.D. Per Diem Allocation</td>
<td>3,000</td>
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<tr>
<td>U.S. Air Force Judge Advocate</td>
<td>30,625</td>
</tr>
<tr>
<td>House Appropriation Commission</td>
<td>2,050</td>
</tr>
<tr>
<td>U.S.A.F. History General</td>
<td>6,525</td>
</tr>
</tbody>
</table>

Total: 771,526
PROPOSED ENERGY DEPT. ALTERNATE II
INTERIM PLAN - 4 LOCATIONS - 1ST PHASE

FEA
- 1726 M ST  28,000
- VANGUARD  8,000
- OLD P.O.  38,000

FEDA
- RAILWAY LABOR  53,000
- LETTER CARRIERS  10,000

FEA
- 2000 M ST  124,000

INTERIOR
- COLUMBIA PLAZA  17,500
- INTERIOR BLDG.  2,700
- GEO.L. SURVEY BLDG.  40,500
- 1725 K STR.  11,900

COMMERCE
- COMMERCE BLDG.  5,900
- HUD BLDG.  2,400
- SEC
- 1100 L STR.  2,900
- ICC
- ICC BLDG.  1,800
- DOD
- CRYSTAL PLAZA  6,200

NOTE 2ND PHASE
DEVELOP PLAN FOR FURTHER CONSOLIDATION OF ENERGY DEPT.; I.E., EXISTING OR NEW GOVT. OWNED OR LEASE BLDG.

ESTIMATED COST - 2-3 MILLION - TIME - 6-8 MONTHS
ALTERNATIVE II

Cost of acquiring new space ($8.00 per sq. ft. x 107,000 sq. ft.) $ 856,000

Cost of relocating AT & F (107,000 sq. ft. x $1.00) 107,000

Cost of altering space vacated by AT & F (107,000 sq. ft. x $10.00 per sq. ft.) 1,070,000

Cost of moving Energy activities into B.P. (280,000 sq. ft. x $1.00 per sq. ft.) 280,000

Cost of relocating Energy activities into N.P.O. (72,000 sq. ft. x $1.00 per sq. ft.) 72,000

Cost of backfilling space vacated by Energy (100,000 sq. ft. x $5.00 per sq. ft.) 500,000

1/ Less cancellation of 2000 M Street $2,885,000

1/ Due to current market conditions, it may be necessary to enter into a succeeding lease for the entire block of space presently occupied.
PROPOSED ENERGY DEPT. ALTERNATE III
INTERIM PLAN - 5 LOCATIONS 1ST PHASE

FEA
- 1726 M ST - 28,000
- VANGUARD - 8,000
- OLD P.O - 38,000

ERDA
- RAILWAY LABOR - 53,000
- LETTER CARRIERS - 10,000

FEA
- 2000 M ST - 124,000

INTERIOR
- COLUMBIA PLAZA - 17,500
- INTERIOR BLDG - 2,700
- GEOL. SURVEY BLDG - 40,500
- 1725 K STR - 11,900

COMMERCE
- COMMERCE BLDG - 5,900

HUD
- HUD BLDG - 2,400

SEC
- 1100 L STR - 2,800

ICE
- ICE BLDG - 1,800

DOD
- CRYSTAL PLAZA - 6,200

NOTE 2nd PHASE
DEVELOP PLANS FOR FURTHER CONSOLIDATION OF ENERGY DEPT.; i.e., EXISTING OR NEW GOVT.-OWNED OR LEASE BLDG.

ESTIMATED COST - 1-2 MILLION - TIME - 6-8 MONTHS
ALTERNATIVE III

Cost of new space acquisition (120,000 sq. ft. @ $8.00 per sq. ft.) annualized $ 960,000

Cost of relocating ERDA activities (120,000 sq. ft. @ $1.00 per sq. ft.) 120,000

Cost of reconfiguring space in 20 Mass. Ave. for Secretary and staff (120,000 sq. ft. @ $5.00 per sq. ft.) 600,000

Cost of moving Energy activities into B.P. (280,000 sq. ft. @ $1.00 per sq. ft.) 280,000

Cost of backfilling space vacated by Energy (100,000 sq. ft. @ $5.00 per sq. ft.) 500,000

1/ Less cancellation of 2000 M Street $2,460,000 1,053,000

1/ Due to current market conditions, it may be necessary to enter into a succeeding lease for the entire block of space presently occupied. $1,407,000
PROSPECTUSES REQUIRED

Plan I

REPAIR AND ALTERATION

1. Forrestal Building $9,000,000
2. New Post Office 1,000,000
3. Tempo's A & B 1,000,000

ACQUISITION

1. Bicentennial Building $1,100,000
2. Magazine Building (Possible) 710,000
3. Crystal Square (Possible) 721,000
4. Replacement for Tempo's A & B 1,720,000

Plan II

REPAIR AND ALTERATION

1. New Post Office $1,000,000

ACQUISITION

1. Bicentennial Building 1,100,000
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.

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
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.

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 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.
Date: June 24, 1977

FOR ACTION:
The Vice President
Stu Eizenstat
Hamilton Jordan
Bob Lipshutz
Frank Moore
Jack Watson
Z. Brzezinski

FOR INFORMATION:

FROM: Rick Hutcheson, Staff Secretary

SUBJECT: Peter Bourne's memo to the Cabinet 6/24/77 re
Presidential Message on Drug Abuse

YOUR RESPONSE MUST BE DELIVERED
TO THE STAFF SECRETARY BY:
TIME: 4:00 PM
DAY: Monday
DATE: June 27, 1977

ACTION REQUESTED:
X Your comments
Other:

Jack: Please staff to Cabinet for Peter. Thanks.

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)
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Notes:
- Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day.
- FOR STAFFING:
- KRAFT
- LANCE
- LINDE
- MITCHELL
- POSTON
- PRESS
- B. RAINWATER
- SCHLESINGER
- SCHNEIDERS
- SCHULTZE
- SIEGEL
- SMITH
- STRAUSS
- WELLS
- VOORDE
Date: June 24, 1977

FOR ACTION:
The Vice President
Stu Eizenstat
Hamilton Jordan
Bob Lipshutz
Frank Moore
Jack Watson
Z. Brzezinski

FROM: Rick Hutcherson, Staff Secretary

SUBJECT: Peter Bourne’s memo to the Cabinet 6/24/77 re Presidential Message on Drug Abuse

YOUR RESPONSE MUST BE DELIVERED TO THE STAFF SECRETARY BY:
TIME: 4:00 PM
DAY: Monday
DATE: June 27, 1977

ACTION REQUESTED:
X Your comments
Other:

Jack: Please staff to Cabinet for Peter. Thanks.

STAFF RESPONSE:
I concur. No comment.

Please note other comments below:

DR. Bourne,

I am concerned that while this message discusses drug abuse as a social problem in the opening and concluding paragraphs, there is not a single substantive suggestion in either drug abuse prevention or drug education. All suggestions seem to relate to enforcement and treatment. Wouldnt it be possible to try to address the drug issue in some ways before it becomes a problem rather than always after?

Bob Russell for Frank Moore

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

Date: June 24, 1977

FOR ACTION:
The Vice President
Stu Eizenstat  Bert Lance
Hamilton Jordan
Bob Lipshutz
Frank Moore
Jack Watson
Z. Brzezinski

FROM: Rick Hutcheson, Staff Secretary

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Presidential Message on Drug Abuse

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TO THE STAFF SECRETARY BY:
TIME: 4:00 PM
DAY: Monday
DATE: June 27, 1977

STAFF RESPONSE:

Please note other comments below:

1. You might include on page 2 a comment that you will also
seek the cooperation of the appropriate congressional committees and staff.

2. Will the association of tobacco with this effort have unnecessary
political fallout? Do it without?

3. On page 11, third line, last word: Do you mean federal courts
or state courts?

4. Typo error - second line page 15.

Jack: Please staff to cabinet for Peter. Thanks.

ACTION REQUESTED:  
X Your comments

Other:

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.
Date: June 24, 1977

FOR ACTION:
The Vice President
Stu Eizenstat
Hamilton Jordan
Bob Lipshutz
Frank Moore
Jack Watson
Z. Brzezinski

FOR INFORMATION:
Bert Lance

FROM: Rick Hutcherson, Staff Secretary

SUBJECT: Peter Bourne's memo to the Cabinet 6/24/77 re Presidential Message on Drug Abuse

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TIME: 4:00 PM
DAY: Monday
DATE: June 27, 1977

ACTION REQUESTED:
X Your comments
Other:

Jack: Please staff to Cabinet for Peter. Thanks.

STAFF RESPONSE:
I concur.

Please note other comments below:

No comment.

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)
MEMORANDUM FOR: THE PRESIDENT
FROM: STU EIZENSTAT
      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.
MEMORANDUM FOR RICK HUTCHESON

FROM: Bo oxy

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."

Attachment
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
ADMINISTRATOR OF VETERANS AFFAIRS

FROM:
PETER G. BOURNE, M.D.
SPECIAL ASSISTANT TO THE PRESIDENT
AND DIRECTOR, OFFICE OF DRUG ABUSE POLICY

SUBJECT: PRESIDENTIAL MESSAGE ON DRUG ABUSE

Attached is a draft of the President's Message on Drug Abuse for your review. I would appreciate having your comments by close of business on Monday, June 27. If we have not heard from you by then, we will assume your concurrence in the substance and wording of the Message.

Thank you.

Attachment

cc: R. Hutcheson
Drug abuse continues to be a serious social problem in America. The lives of hundreds of thousands of addicts 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.

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 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-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 it 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 longstanding fragmentation among our international programs, drug law enforcement, treatment and rehabilitation, prevention, and regulatory activities. I will seek the counsel and active involvement of heads of major independent agencies of the Cabinet on all drug abuse policy questions, through a revitalized Strategy Council on Drug Abuse. As part of the overall reorganization study of the Federal Government, the Office of Drug Abuse Policy will examine the roles and functions of the various agencies involved in this field and 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 Turkey, once the source of 90 percent 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 substitute crops for the frequently destitute farmers for whom the 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 cultivation of opium in his country. Under his strong leadership an intensive eradication program has now produced dramatic results significantly reducing the availability of heroin on our streets from that source. 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 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) The U.S. Agency for International Development shall include consideration of narcotics control requirements, particularly in the area of crop and income substitution, in all bilateral and multi-lateral development projects for countries which contribute to the illicit drug market.

(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 rural development and income substitution projects in countries which now produce dangerous drugs but are otherwise eligible for loans.

(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 work together on drug interdiction.

Because of my belief that no one, anywhere, who suffers from drug abuse should be denied compassionate treatment or medical assistance, I will promote the sharing of knowledge and expertise in these fields by the following steps: knowledge and expertise on drug abuse treatment. This can entail our aiding demonstration treatment projects, and research and training activities in those nations.

We will support training, research and technical assistance projects, including providing American experts as consultants so that countries with significant drug problems may more effectively treat their own addicts.

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 marshall 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:

1. First, I am directing the Attorney General to intensify investigations of the link between organized crime and the drug traffic, and to recommend [within 90 days] appropriate measures to be taken against these syndicates.

2. Second, I am directing the Department of Justice 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.

3. Third, to ease the burden on the Federal 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.

4. Fourth, I support legislation which raises from $2,500 to $10,000 the dollar value of the property which can be seized from a drug violator by administrative action. It also includes cash in the definition of seizable property. Amounts above this figure will continue to require Court proceedings.
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 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 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 assessing the most effective division of responsibility between Federal and local officials.

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 legislation release, prior to trial, for persons charged with drug trafficking offenses and who, if convicted, are likely to receive a sentence of imprisonment of from one to three years. 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 prosecutor a plea bargaining option that would contractively limit the amount of money that could be spent in the defense of the case.

In addition, certain other measures are presently under consideration. I am considering legislation that would involve a provision granting the prosecutor a plea bargaining option that would contractively limit the amount of money that could be spent in the defense of the case.

We will also consider increasing the penalties for major traffickers. I will direct the Attorney General to study the merits of these provisions, and to make recommendations to me within 90 days.
I also have under consideration changing certain provisions of the Tax Reform Act of 1976. This Act was designed to protect the right to privacy of our citizens. However, certain provisions may be found to impede investigations of major narcotics traffickers. I will, therefore, request the concerned agencies to work with the Tax Reform Act in order to determine over the next few months the difficulties, if any, it presents to effective law enforcement efforts. If the Act has too negative an impact on our prosecution of major traffickers, we may ask for amendment of the relevant provisions sometime in the future.

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; and when they are, they should be changed. In that light, 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 Federal 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.

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 forms of recreation. 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 assume responsibility 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:

1. 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 treatment programs to providing care for abusers of barbiturates, amphetamines, and multiple drugs used in combination including alcohol.

2. 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.

3. Third, to increase the opportunity for Federal probationers and parolees to receive community-based treatment, I am submitting to the Congress legislation to repeal the Narcotics Addict Rehabilitation Act and transfer its responsibilities from the Department of Justice to the courts.

4. Fourth, a sustained effort must be made to further 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 that substances create (particularly cigarettes and alcohol) and to respond in more constructive ways to the human and psychological needs that drugs satisfy.
Drug Research

There has been no serious attempt 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. To withdraw from their addiction is more difficult and more dangerous than withdrawal from heroin. 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 which of them may be used with the greatest safety, and which are the most effective.

Instruct the Secretary of Defense, the Secretary of Health, Education, and Welfare, and the Administrator of 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 task forces to put barbiturate cases at the top of their agenda, 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 Commissioner of the Food and Drug Administration, I am today indicating my desire for that agency to undertake a review of those drugs particularly subject to abuse to determine whether they should remain on 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 drugs currently on the market before 1938. A number of barbiturates would fit into this category and escape full FDA control.

Third, despite the prohibitions of the Controlled Substances Act, some physicians still knowingly and often unknowingly 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. We also should not be unduly alarmed by the use of drugs when maturity and good judgement is involved in their use. 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 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.
Date: June 24, 1977

FOR ACTION:
The Vice President
Stu Eizenstat
Hamilton Jordan
Bob Lipshutz
Frank Moore
Jack Watson
Z. Brzezinski

FROM: Rick Hutcheson, Staff Secretary

FOR INFORMATION:

SUBJECT: Peter Bourne's memo to the Cabinet 6/24/77 re Presidential Message on Drug Abuse

YOUR RESPONSE MUST BE DELIVERED TO THE STAFF SECRETARY BY:
TIME: 4:00 PM
DAY: Monday
DATE: June 27, 1977

ACTION REQUESTED:

X Your comments

Other:

Jack: Please staff to Cabinet for Peter. Thanks.

STAFF RESPONSE:

I concur.

No comment.

Please note other comments below:

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

FROM: Bo Gwyer

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."

Attachment
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  
ADMINISTRATOR OF VETERANS AFFAIRS  
FROM: PETER G. BOURNE, M.D.  
SPECIAL ASSISTANT TO THE PRESIDENT  
AND DIRECTOR, OFFICE OF DRUG ABUSE POLICY  
SUBJECT: PRESIDENTIAL MESSAGE ON DRUG ABUSE  

Attached is a draft of the President's Message on Drug Abuse for your review. I would appreciate having your comments by close of business on Monday, June 27. If we have not heard from you by then, we will assume your concurrence in the substance and wording of the Message.

Thank you.

Attachment

cc: R. Hutcheson
Drug abuse continues to be a serious social problem in America. The lives of hundreds of thousands of addicts 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.

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 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...
drugs are the cause of 90 percent of our drug-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 it 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 longstanding 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 on all drug abuse policy questions, through a revitalized Strategy Council on Drug Abuse. As part of the overall reorganization study of the Federal Government, the Office of Drug Abuse Policy will examine the roles and functions of the various agencies involved in this field and 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 Turkey, once the source of 90 percent 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 substitute crops for the frequently destitute farmers for whom the 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 cultivation of opium in his country. Under his strong leadership an intensive eradication program has now produced dramatic results significantly reducing the availability of heroin on our streets from that source. 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 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. The U.S. Agency for International Development shall include consideration of narcotics control requirements, particularly in the area of crop and income substitution, in all bilateral and multi-lateral development projects for countries which contribute to the illicit drug market.

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 rural development and income substitution projects in countries which now produce dangerous drugs but are otherwise eligible for loans.

(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 work together on drug interdiction.

Because of my belief that no one, anywhere, who suffers from
For those nations who have a drug abuse problem and who
drug abuse should be denied compassionate treatment or medical
are trying to control the sources of their problems, I
assistance, I will promote the sharing of knowledge and
believe that we should make special efforts to share our
expertise in those fields by the following steps:
knowledge and expertise on drug abuse treatment. This can
entail our aiding demonstration treatment projects, and
treatment projects,
research and training activities in those nations.
We will support training, research and technical
assistance projects, including providing American experts
as consultants so that countries with significant drug
problems may more effectively treat their own addicts.

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 marshall 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 syndicates.
- **Second**, I am directing the Department of Justice 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.
- **Third**, to ease the burden on the Federal 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 which can be seized from a drug violator 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 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 legislation that would deny release, prior to trial, for persons charged with drug trafficking offenses and who, for example, have been previously convicted of 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.
I also have under consideration changing certain provisions of the Tax Reform Act of 1976. This Act was designed to protect the right to privacy of our citizens. However, certain provisions may be found to impede investigations of major narcotics traffickers. I will, therefore, request the concerned agencies to work with the Tax Reform Act in order to determine over the next few months the difficulties, if any, it presents to effective law enforcement efforts. If the Act has too negative an impact on our prosecution of major traffickers, we may ask for amendment of the relevant provisions sometime in the future.

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; and when they are, they should be changed. In that light, 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 Federal 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.

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 forms of recreation. 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:

1. **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 treatment programs to providing care for abusers of barbiturates, amphetamines, and multiple drugs used in combination including alcohol.

2. **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.

3. **Third**, to increase the opportunity for Federal convicts and parolees to receive community-based treatment, I am submitting to the Congress legislation to repeal the Narcotics Addict Rehabilitation Act and transfer its responsibilities from the Department of Justice to the

4. **Fourth**, a sustained effort must be made to further 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 that create (particularly cigarettes and alcohol) and to respond in more constructive ways to the human and psychological needs that drugs satisfy.
Drug Research

There has been no serious attempt 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. To withdraw from their addiction is to

. Withdrawing, 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 which of them may be used with the greatest safety, and which are the most effectiveness can be optimized.

-- Instruct the Secretary of Defense, the Secretary of Health, Education, and Welfare, and the Administrator of 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 task forces to put barbiturate cases at the top of their agenda, 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 Commissioner of the Food and Drug Administration, I am today indicating my desire for that agency to undertake a review of those drugs particularly subject to abuse to determine whether they should remain on 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 from the market before 1938. A number of barbiturates would fit into this category and escape full FDA control.

Third, despite the prohibitions of the Controlled Substances Act, some physicians still knowingly and often unknowingly 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. We also should not be unduly alarmed by the use of drugs when maturity and good judgement is involved in their use. 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 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.
THE WHITE HOUSE
WASHINGTON

August 4, 1977

Bob Lipshutz -

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

We will not issue the statement.

Rick Hutcheson

Re: Indian Land Claim -- State of Maine
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- FOR STAFFING
- FOR INFORMATION
- FROM PRESIDENT'S OUTBOX
- LOG IN/TO PRESIDENT TODAY
- IMMEDIATE TURNAROUND

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MEMORANDUM FOR THE PRESIDENT

FROM: Bob Lipshutz

SUBJECT: Indian Land Claim -- State of Maine

Bill Gunter, Steve Clay and I have met this week with all of the parties involved in this matter: the Governor and Attorney General representing the State of Maine; the Indian tribes' representatives and their attorney; and the Maine Congressional Delegation.

Our recommendation to you is that you withhold a specific recommendation to the Congress, probably until September, and that you state little more publicly than that on the attached suggested remarks.

In the interim, discussions will continue under the subtle guidance of the Maine Congressional Delegation, and particularly Senator Muskie, with the hope that a consensus can be reached before you actually make your recommendation to the Congress, and of course presumably on substantially the same basis as recommended to you by Bill Gunter.

Please advise if this course of action is satisfactory with you.

[Signature]

Approve Disapprove

No statement

Electrostatic Copy Made for Preservation Purposes
STATEMENT BY THE PRESIDENT

The President appointed Judge Gunter to act as his special representative in the discussions between the Maine Indian Tribes and the State in order to provide the good offices necessary to reach a settlement.

The President hopes that this matter can be worked out by all of the parties involved -- that is, the Passamaquoddy and Penobscot Tribes and the State of Maine -- with the cooperation of the Congress and the Administration.

All of the parties have held meetings with Judge Gunter, and the President is optimistic that a settlement acceptable to all the parties will be reached.

The President will continue to give Judge Gunter's proposal and other advice which he receives his serious consideration as the basis for a later recommendation to the Congress.
Date: July 30, 1977

**FOR ACTION:**

Stu Eizenstat  
Jack Watson  
Jim Fallows

**FOR INFORMATION:**

Midge Costanza  
Frank Moore

**FROM:** Rick Hutcheson, Staff Secretary

**SUBJECT:** Lipshutz memo re Indian Land Claim -- State of Maine

---

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

**TIME:** 9:00 A.M.  
**DAY:** Tuesday  
**DATE:** August 2, 1977

**ACTION REQUESTED:**

- X Your comments  
Other:

**STAFF RESPONSE:**

I concur.  
No comment.

*Please note other comments below:

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**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

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To: Bill

You were called by—

Grace Waters

Office

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Message:

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STANDARD FORM 63

REvised August 1967

GSA FPMR (41 CFR) 101-11.6
THE PRESIDENT APPOINTED JUDGE GUNTER TO ACT AS 
HIS SPECIAL REPRESENTATIVE IN THE DISCUSSIONS BETWEEN 
THE MAINE INDIAN TRIBES AND THE STATE IN ORDER TO PROVIDE 
THE GOOD OFFICES NECESSARY TO REACH A SETTLEMENT. 

IT IS HOPED THAT THIS MATTER CAN BE WORKED OUT BY 
ALL OF THE PARTIES INVOLVED -- THAT IS, THE PASSAMAQUODDY 
AND PENOBSCOT TRIBES AND THE STATE OF MAINE -- WITH THE 
COOPERATION OF THE CONGRESS AND THE PRESIDENT. 

ALL OF THE PARTIES HAVE HELD MEETINGS WITH JUDGE 
GUNTER, AND THE PRESIDENT IS HOPEFUL THAT A SETTLEMENT 
ACCEPTABLE TO ALL THE PARTIES WILL BE REACHED. 

THE PRESIDENT WILL CONTINUE TO GIVE JUDGE GUNTER'S 
PROPOSAL AND OTHER ADVICE WHICH HE RECEIVES HIS SERIOUS 
CONSIDERATION AS THE BASIS FOR A LATER RECOMMENDATION TO 
THE CONGRESS.
MEMORANDUM FOR

THE PRESIDENT

FROM

STU EIZENSTAT

SUBJECT:

Continued Negotiations on Maine Indian Land Claims -- Lipshutz Memorandum

I strongly recommend that negotiations among all the parties to the Maine Indian claims dispute continue as outlined in the Lipshutz memorandum. It would be far preferable to arrive at a consensus than a "take it or leave it" offer to any of the parties. A consensus may in the end not be reached, but we should exhaust that possibility before going to Congress. I am also informed that the Interior Department is working with Bob Lipshutz, Judge Gunter and the tribes to refine the portion of the proposal dealing with providing government services to the tribes -- a critical aspect of the package as far as the tribes are concerned. This fact also suggests that good use can be made of the additional negotiation time.
Date: July 30, 1977

FOR ACTION:
Stu Eizenstat
Jack Watson
Jim Fallows

FROM: Rick Hutcheson, Staff Secretary

SUBJECT: Lipshutz memo re Indian Land Claim -- State of Maine

YOUR RESPONSE MUST BE DELIVERED TO THE STAFF SECRETARY BY:
TIME: 9:00 A.M.
DAY: Tuesday
DATE: August 2, 1977

ACTION REQUESTED:
   (X) Your comments
Other:

STAFF RESPONSE:
   (X) 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)
MEMORANDUM

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X Your comments
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STAFF RESPONSE:

X I concur.
No comment.

Please note other comments below:

ok if this is just a press release - not the press remarks.

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Our recommendation to you is that you withhold a specific recommendation to the Congress, probably until September, and that you state little more publicly than that on the attached suggested remarks.

In the interim, discussions will continue under the subtle guidance of the Maine Congressional Delegation, and particularly Senator Muskie, with the hope that a consensus can be reached before you actually make your recommendation to the Congress, and of course presumably on substantially the same basis as recommended to you by Bill Gunter.

Please advise if this course of action is satisfactory with you.

_________ Approve  _______ Disapprove
The President appointed Judge Gunter to act as his special representative in the discussions between the Maine Indian tribes and the state in order to provide the good offices necessary to reach a settlement.

It is hoped that this matter can be worked out by all of the parties involved -- that is, the Passamaquoddy and Penobscot tribes and the state of Maine -- with the cooperation of the Congress and the President.

All of the parties have held meetings with Judge Gunter, and the President is hopeful that a settlement acceptable to all the parties will be reached.

The President will continue to give Judge Gunter's proposal and other advice which he receives his serious consideration as the basis for a later recommendation to the Congress.
THE WHITE HOUSE
WASHINGTON
August 2, 1977

Jack Watson
Bert Lance

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

Rick Hutcheson

RE: APPEAL FOR INCREASE IN HEW EMPLOYMENT CEILING
MEMORANDUM FOR
THE HONORABLE JOSEPH A. CALIFANO, JR.
Secretary of Health, Education and Welfare

Re: Appeal of Employment Ceilings for Fiscal Years 1977 and 1978

The President has reviewed your memorandum of July 18, 1977 on the above topic and has decided to hold to the existing employment ceiling of 141,250.

Rick Hutcheson
Staff Secretary
Mr. President:

Lipshutz and Jordan concur with Lance; Eizenstat has no comment.

Rick (wds)
MEMORANDUM FOR THE PRESIDENT

On June 17, Bert Lance sent us your decisions on employment ceilings for FY 1977 and 1978.

We had asked that we be given an additional 2,237 ceiling over our May 31 employment. Vacancies at that time were approximately 5,000.

You gave us 1,250 of that request. We have subsequently distributed those slots on a pro-rata basis according to the priorities set forth in my May 28 letter to Bert Lance, except that we have not provided additional ceiling to the Social Security Administration. We believe SSA's staffing problem is too large to be accommodated within current ceilings.

For the remainder of FY 1977, I am asking you in this memorandum of appeal to allocate to the Department an additional employment ceiling of 987.

The critical needs that we have not been able to meet within your June 17 allowance include:

- Fraud and Abuse - Provide additional ceiling of 122.
  These include positions requested by you and approved by the Congress in the FY 1977 supplemental appropriation for:
  --Inspector General's office.
  --Administration of our student assistance programs, including the collection of student loan defaults.
  --Auditing State enforcement of the child support provisions of the Social Security Act.
  --Medicaid enforcement.
  --Correction of the severe accounting problems in the Department.
I previously indicated my strong conviction that we can save $2 billion of program funds every year if we devote the necessary effort to these areas of fraud and abuse.

- **Staffwork for National Health Insurance** - Provide additional ceiling of 30 positions.

  At my personal request, Senator Magnuson and Congressman Flood included in the Department's Appropriations Bill 68 positions for the full-time staffwork required to develop the Administration's National Health Insurance and Welfare Reform proposals. The existing ceiling prevents us from filling 30 of these sensitive positions. Because we moved ahead with work on welfare reform first, the effect of the ceiling is felt particularly hard in adequate staffing now for developing your health insurance proposal.

- **Office for Civil Rights** - Provide additional ceiling of 111 positions.

  The Department's Office for Civil Rights has the enforcement responsibility with respect to most of the government's anti-discrimination authorities. In addition, OCR is currently operating under several court orders with respect to the allocation of its existing personnel. Under the new leadership we have recruited, I believe OCR can find better solutions to many vexing problems of discrimination, short of continued confrontation in the courts and also clean up the backlog of issues left by our predecessors. But the Office needs at least this many additional people to make the desirable headway.

- **Newly-Mandated Administrative Workloads by Congress and the Courts** - Provide additional ceiling of 724.

  There are a number of areas in addition to Civil Rights where we are under either Court or Congressional mandate to clean up our backlogs. These include:

  --Court cases and regulations for which the General Counsel's staff in my office is responsible.
--The Social Security Administration which is required to carry out the court mandated requirements for equal treatment of men and women under the Social Security Act.

--Positions for the Food and Drug Administration to implement recently enacted legislation pertaining to the safety and efficacy of medical devices and the evaluation and testing of research data submitted in support of applications for drugs and biologics.

These are two additional important facts you should have in mind as you review this request.

--Only in the case of the Office for Civil Rights and the special staffwork associated with National Health Insurance am I asking you to provide more than 75 percent of the ceiling in the Carter budget associated with these critical vacancies.

--Congress has specifically identified 455 vacancies at NIH and in the National Institute of Occupational Safety and Health as its highest priorities. While we regard these positions as important, we have not included them in this appeal or in our distribution of the FY 1977 ceiling you have provided us. Failure to include these Congressional priorities in our FY 1977 ceilings may well lead to charges of impoundment.

**FY 1978**

I am not currently asking you to modify the FY 1978 ceiling.

If the reduction of 3,000 from your January budget is sustained, important priorities here would be affected:

--Social Security workloads will be increasing, particularly if new legislation is enacted, and if we tighten up our administration of the Social Security accounting number. We can reduce the costs of the disability insurance program only if we devote the requisite amount of staff necessary to review disability claims. It is impossible, however, to reduce HEW employment by 3,000 without reducing Social Security.
--We have over 800 new positions in the 1978 budget. It would be extremely difficult to reallocate from the base to fill these. They include such high priorities as:

--270 National Health Service Corps
--200 Office for Civil Rights
--200 Food and Drug Administration—
for inspection of medical devices.

When the Congress has completed its work on the Department's FY 1978 appropriation, I will want to carefully review with the Director of OMB and with you what the final FY 1978 employment ceilings should be.

[Signature]

Joseph A. Califano, Jr.
MEMORANDUM TO THE PRESIDENT

FROM: Bert Lance

SUBJECT: HEW Appeal of September 30, 1977, Employment Ceilings

Secretary Califano, in a memorandum to you of July 18, 1977, has asked for an increase of 987 in the September 30, 1977, employment ceiling for the Department of Health, Education, and Welfare. The additional ceiling, if approved, would be allocated as follows:

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<tr>
<td>Fraud and abuse</td>
<td>122</td>
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<tr>
<td>Staff work for National Health Insurance</td>
<td>30</td>
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<td>Office for Civil Rights</td>
<td>111</td>
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<tr>
<td>New workloads mandated by Congress and the Courts</td>
<td>724</td>
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<td><strong>TOTAL</strong></td>
<td>987</td>
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We have no disagreement with the Secretary's priorities. These are indeed the areas of greatest concern. However, at this late date, with only two months remaining in the fiscal year and with actual full-time permanent employment on May 31, 1977, at 140,208 against a ceiling of 141,450, the case for an increase seems hardly compelling.

While the Secretary is not proposing an increase for Sept. 30, 1978, at this time, his memorandum clearly is a warning that such a proposal will probably be made. In view of your strong desire that employment on September 30, 1978, Government-wide, be held to not more than the September 30, 1976, level, I must point out the threat that any increases have on our ability to achieve the goal. Putting it another way, it ought to be possible to absorb an increase of 987 within a base which exceeds 140,000 without impairing the operation of other programs.
I recommend holding to the existing ceiling of 141,250.

Decision:

☑️ Disapprove the HEW request
☐ Approve the HEW request
☐ See me

Electrostatic Copy Made
for Preservation Purposes
Date: July 28, 1977

FOR ACTION:
Stu Eizenstat
Hamilton Jordan

FOR INFORMATION:
The Vice President
Bob Lipshutz
Frank Moore

FROM: Rick Hutcheson, Staff Secretary

SUBJECT: Secretary Califano's Appeal of OMB's Employment Ceiling for FY 1977 dated 7/18/77.

YOUR RESPONSE MUST BE DELIVERED TO THE STAFF SECRETARY BY:

TIME: 11:00 A.M.
DAY: Saturday
DATE: July 30, 1977

ACTION REQUESTED:

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

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MEMORANDUM TO: THE PRESIDENT
FROM: Jane Frank
RE: Secretary Califano's Appeal of OMB's Employment Ceiling for FY 1977

I am transmitting Joe's memorandum on the captioned subject and Bert Lance's response.

July 27, 1977
Date: July 28, 1977

MEMORANDUM

FOR ACTION:
Stu Eizenstat
Hamilton Jordan

FOR INFORMATION:
The Vice President
Bob Lipshutz
Frank Moore

FROM: Rick Hutcheson, Staff Secretary

SUBJECT: Secretary Califano's Appeal of OMB's Employment Ceiling for FY 1977 dated 7/18/77.

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TIME: 11:00 A.M.
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DATE: July 30, 1977

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X Your comments
Other:

STAFF RESPONSE:

I concur.
No comment.

Please note other comments below:

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RE: Secretary Califano's Appeal of OMB's Employment Ceiling for FY 1977

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- Office for Civil Rights: 111
- New workloads mandated by Congress and the Courts: 724

**TOTAL**: 987

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I recommend holding to the existing ceiling of 141,250.

Decision:

☐ Disapprove the HEW request
☐ Approve the HEW request
☐ See me
Date: July 28, 1977

FOR ACTION:
Stu Eizenstat
Hamilton Jordan

FOR INFORMATION:
The Vice President
Bob Lipshutz
Frank Moore

FROM: Rick Hutcheson, Staff Secretary

SUBJECT: Secretary Califano's Appeal of OMB's Employment Ceiling for FY 1977 dated 7/18/77.

YOUR RESPONSE MUST BE DELIVERED TO THE STAFF SECRETARY BY:
TIME: 11:00 A.M.
DAY: Saturday
DATE: July 30, 1977

ACTION REQUESTED:

X Your comments
Other:

STAFF RESPONSE:

X I concur.

Please note other comments below:

No comment.

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required materials, please call the Staff Secretary immediately. (Telephone 22527)
FOR ACTION:
Stu Eizenstat
Hamilton Jordan

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TIME: 11:00 A.M.
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DATE: July 30, 1977

ACTION REQUESTED:
X Your comments
Other:

STAFF RESPONSE:
I concur.
No comment.

Please note other comments below:

I recommend approving Bert Lance's recommendation.

7/30/77

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)
WASHINGTON

MEMORANDUM

Date: July 28, 1977

FOR ACTION:
Stu Eizenstat
Hamilton Jordan

FOR INFORMATION:
The Vice President
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ACTION REQUESTED:
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Other:

STAFF RESPONSE:
   X I concur.

Please note other comments below:

   X No comment.

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THE WHITE HOUSE
WASHINGTON
August 2, 1977

Richard Harden

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

Rick Hutcheson

cc: A.D. Frazier

RE: CENTRAL ADMINISTRATIVE UNIT
Mr. President:

A.D. Frazier suggests that progress reports on the Central Administrative Unit be consolidated with other progress reports on the EOP reorganization, to be submitted to the President by a steering committee once every two weeks.

[Check mark] consolidated progress report on reorganization once every two weeks

Harden progress report once a week

---Rick
THE PRESIDENT HAS SEEN.

THE WHITE HOUSE
WASHINGTON

July 29, 1977

MEMORANDUM FOR: THE PRESIDENT
FROM: RICHARD HARDEN
SUBJECT: Central Administrative Unit

In the week and a half since we talked I have done the following things in regard to establishing the Central Administrative Unit:

-- Developed a comprehensive list of the tasks to be performed in creating the new unit.

-- Met with appropriate personnel in OMB to obtain a better understanding of the functions they perform and to begin planning for the consolidation.

-- Began work with the OMB Librarian to make the services of the OMB Library available to all EOP units. I will be sending out a memo next week which outlines the basic services.

-- Have requested a report from GSA concerning the feasibility of opening a retail supply store which I will distribute for comment next week.

-- Requested the OMB Personnel Office to provide me with an analysis of the personnel problems to be resolved in regard to the creation of the new unit.

-- Worked with Jim McIntyre and Frank Press to establish a group to begin studying the data processing needs of the EOP.

-- Continued to work with Stu Eizenstat in the development of the domestic policy review process.
I will continue to work on the above activities and in the coming weeks will be initiating the following new actions:

-- Develop in detail the internal organization of the new unit.

-- Identify the specific individuals who will be transferred from the various EOP agencies into the central unit.

-- Ask the American Institute of Certified Public Accountants and the Association of Government Accountants to form a task force to assist me in developing a financial management system for the EOP.

-- Begin the analysis of the data processing and information needs of the EOP.

It is my intention to provide you with a brief 1 - 2 page status report each Friday in order to keep you abreast of our progress.
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<td>WARREN</td>
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**THE WHITE HOUSE**

**WASHINGTON**

| FOR STAFFING |
| FOR INFORMATION |

*FROM PRESIDENT'S OUTBOX*

LOG IN/TO PRESIDENT TODAY

IMMEDIATE TURNAROUND

<table>
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<th>Comments due to</th>
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<td>Carp/Huron within 48 hours; due to Staff Secretary next day</td>
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</table>
Date: July 29, 1977

FOR ACTION: A.D. Frazier

FOR INFORMATION: Hamilton Jordan

FROM: Rick Hutcheson, Staff Secretary

SUBJECT: Harden memo dated 7/29/77 re Central Administrative Unit.

YOUR RESPONSE MUST BE DELIVERED TO THE STAFF SECRETARY BY:
TIME: 12:00 NOON
DAY: Monday
DATE: August 1, 1977

ACTION REQUESTED:

X 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

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

MONDALE
COSTANZA
EIZENSTAT
JORDAN
LIPSHUTZ
MOORE
POWELL
WATSON
LANCE
SCHULTZE

ENROLLED BILL
AGENCY REPORT
CAR 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
MEMORANDUM FOR THE PRESIDENT

FROM: Bob Lipshutz

SUBJECT: Delegation of Grant Making Powers from CSA to HEW's Office of Native Programs

I am responding to your memorandum on my July 28 communication to you on which you wrote, "Why 40 days to get to me?".

Actually this matter was in the White House for a period of 17 days, although it had been signed forty days earlier by the representative of the Community Services Administration.

Nevertheless, I recognize that a 17 day period is unusual and certainly justifies an explanation.

The particular matter in question resulted from a recent ruling by the General Counsel of CSA, reversing a procedural practice which had been carried on for the past three years. This was a technical action and did not have a particular deadline nor affect the substantive actions of the agency in question.

After the matter was referred to our office by Jack Watson and reviewed on the legal basis by my Deputy, Margaret McKenna, I retained it for several days for the following reasons.

Since I have become involved in the Indian Land Claims matter in the State of Maine, I have become quite aware of the fact that, in many situations the Executive Office of the President is perhaps the only place which can review matters affecting Indian rights and claims from the objective perspective of the entire government. Because of the unique "trust relationship" of other Departments and Agencies within the Federal government towards the Indian tribes, both Griffin Bell and I have become concerned that the overall Federal government interest is not always properly represented when these matters arise, whether
in legislative, administrative or judicial proceedings; and in fact we are trying to develop some options which would improve upon this situation at least in judicial proceedings.

Thus, in the particular matter about which you inquired, I did take what might appear to be an inordinate amount of time to review a proposal, and I have finally concluded that this particular matter was technical and procedural, not judgemental.