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WITHDRAWAL SHEET

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Collection Name ROBERTS, JOHN: FILES

Withdrawer

MJD

8/7/2005

File Folder

JGR/PORTAL-TO-PORTAL

FOIA

F05-139/01

Box Number

COOK

37

35MJD No of Doc Date Restrictions

Document Description DOC Doc Type Pages NO

1

JOE WRIGHT TO FRED FIELDING RE

3/27/1984

MEMO

MISCELLANEOUS ITEMS

B6

999

Freedom of Information Act - [5 U.S.C. 552(b)]

B-1 National security classified information [(b)(1) of the FOIA]

B-2 Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]

B-3 Release would violate a Federal statute [(b)(3) of the FOIA]

B-4 Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]

B-6 Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]

B-7 Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]

B-8 Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]

B-9 Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

E.O. 13233

C. Closed in accordance with restrictions contained in donor's deed of gift.

THE WHITE HOUSE WASHINGTON

	Date 3.29.84
	Suspense Date
MEMOR.	ANDUM FOR:
FROM:	DIANNA G. HOLLAND
ACTION	
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	For your recommendation
	For the files
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	Please prepare response forsignature
	As we discussed
	Return to me for filing
COMMEN	

WITHDRAWAL SHEET

Ronald Reagan Library

Collection Name Withdrawer

ROBERTS, JOHN: FILES MJD 8/7/2005

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WHITE HOUSE CORRESPONDENCE TRACKING WORKSHEET

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THE WHITE HOUSE

WASHINGTON

March 22, 1984

MEMORANDUM FOR JOSEPH R. WRIGHT

DEPUTY DIRECTOR

OFFICE OF MANAGEMENT AND BUDGET

FROM:

FRED F. FIELDING Orig. signed by FFF

COUNSEL TO THE PRESIDENT

SUBJECT:

President's Commission on Executive Exchange

June Walker, Executive Director of the President's Commission on Executive Exchange (the "Commission"), has requested Administration support of legislation making the Executive Director of the Commission a Presidential appointee subject to Senate confirmation. Walker states that Senator Thurmond, who has introduced legislation (S. 2115) addressing other issues of concern to the Commission, would be willing to offer her proposal as an amendment to S. 2115. I have advised Walker that her proposal must be reviewed by OMB (and any other departments or agencies OMB deems appropriate) before it can be offered as an Administration-sponsored amendment to Thurmond's legislation.

Accordingly, I am requesting that you refer Walker's proposal, for review and direct comment to Walker, to the appropriate individuals within your agency.

Thank you for your assistance in this matter.

Attachment

FFF:SMC:ph 3/22/84 cc: FFFielding

SMCooksey Subject Chron.

THE WHITE HOUSE

WASHINGTON

March 22, 1984

Dear June:

Thank you for providing me with an update of the legislative activities on S. 2115. It seems that your proposals are progressing well.

I have reviewed with interest your recommendation to make the Executive Director of the President's Commission on Executive Exchange a Presidential appointee subject to Senate confirmation. I must advise you, however, that such a proposal must be reviewed by the Office of Management and Budget ("OMB"), and any other departments or agencies OMB deems appropriate, before it can be offered as an Administration-sponsored amendment to pending legislation.

Accordingly, I have referred your proposal to Joe Wright, Deputy Director of OMB, for prompt review and direct response to you. Either Joe or one of his assistants should be in touch with you soon to discuss your proposal.

Sincerely,

Fred F. Fielding Counsel to the President

Ms. June G. Walker
Executive Director
The President's Commission
on Executive Exchange
The White House
Washington, D.C. 20500

cc: Joseph R. Wright

FFF: SMC:ph 3/22/84

cc: FFFielding/SMCooksey/Subject/Chron.

MEMORANDUM

THE WHITE HOUSE

WASHINGTON

March 22, 1984

FOR:

FRED F. FIELDING

FROM:

SHERRIE M. COOKSEY

SUBJECT:

Request from June Walker



June Walker, Executive Director of the President's Commission on Executive Exchange (the "Commission"), has asked you to assist her in preparing an amendment that would make the Executive Director of the Commission a Presidential appointee subject to Senate confirmation. Walker believes that legislation (S. 2115) being sponsored by Senator Thurmond allowing non-Government Executive Exchange volunteers to continue to be paid by their corporate employers makes the Executive Director's position "newly sensitive" to the point that it should be filled by a PAS appointee. I disagree; the Thurmond legislation does not affect the responsibilities of the Executive Director and, in my opinion, offers scant support for Walker's proposal.

Nevertheless, in the interest of being cooperative, I recommend that you advise Walker that because her proposal would have budgetary and personnel implications, it must be cleared by OMB before it would become an Administration legislative proposal. Accordingly, attached for your review and signature is a letter so advising Walker and a memorandum referring this request to Joe Wright.

Attachments

The President's Commission on Executive Exchange THE WHITE HOUSE

March 19, 1984



Executive Director

Dear Mr. Fielding: Free

I wish to update you on our Legislation - S.2115. During my visit on the Hill to present our legislation, an amendment to strengthen the legislation and the possibility of its passage, was discussed with the director from Strom Thurmond's office.

If you agree upon this concept would you please draft an amendment to S.2115 for consideration by the Administration. The amendment should provide that the Executive Director of the President's Commission on Executive Exchange will be appointed by the President, subject to Senate confirmation.

This provision is needed because of the newlysensitive nature of the job, now that we are dealing with placing executives in policy-making positions reporting to Cabinet Secretaries, agency heads and assistant secretaries.

The integrity of the director, and the attention paid to the office is critical, in order to insure no conflicts of interest arise in the assignment of executives and the proper administration of the private sector funds (which will not be subject to the regular appropriations process now that PL 98-224 is law). At present, executives assignments are approved by an agency's ethics counsel, and the Office of Government Ethics, but in order to insure the utmost discretion and that these procedures are continued, there should be Senate confirmation of future appointees to the post.

So far the major objection we have encountered in discussing the bill is that the appearance of conflict-of-interest would increase if this legislation were passed. This amendment would rebut that.

The bill is coming up for a hearing before the Senate subcommittee on Civil Service on March 28, and I would like to be able to indicate at that time that we are working on this amendment. Thanks very much for your help. If you have any additional guidance, please let me know.

Cordially,

June C. Heller

98TH CONGRESS 1ST SESSION

S. 2115

To amend provisions regarding the executive exchange program.

IN THE SENATE OF THE UNITED STATES

NOVEMBER 17 (legislative day, NOVEMBER 14), 1983

Mr. Thurmond introduced the following bill; which was read twice and referred to the Committee on Governmental Affairs

A BILL

To amend provisions regarding the executive exchange program.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 That section 209 of title 18, United States Code, is amended
- 4 by adding at the end thereof the following:
- 5 "(g) This section does not prohibit the payment of com-
- 6 pensation to, or the acceptance of such compensation by, a
- 7 participant in an executive exchange program established in
- 8 an executive agency pursuant to Executive Order Numbered
- 9 12136 of May 15, 1979, or by statute if—
- 10 "(1) such program offers appointments not to
- exceed three hundred and sixty-five days and permits

1	only one extension of not more than ninety days for
2	any such appointment;
3	"(2) such compensation shall be limited to com-
4	pensation provided by the nominating organization re-
5	sponsible for nominating the participant for service in
6	the executive exchange program; and
7	"(3) such compensation shall be provided and ac-
8	cepted entirely in lieu of any and all compensation
9	which would otherwise have been provided by the
10	United States Government.".
11	SEC. 2. (a) Chapter 31 of title 5, United States Code, is
12	amended by adding at the end of subchapter I the following
13	new section:
14	"§ 3113. Volunteer services of participants in executive ex-
15	changes
16	"(a) For purposes of this section a 'participant in the
17	executive exchange program' means an individual participat-
18	ing in an executive exchange program in an Executive
19	agency if the program has been established by statute or Ex-
20	courting Order of the President offers on appointment not to

- agency if the program has been established by statute or Ex-20 ecutive Order of the President, offers an appointment not to 21 exceed three hundred and sixty-five days, and permits only 22 one extension of not more than ninety additional days.
- "(b) Notwithstanding section 1342 of title 31, the head 24 of an agency may accept, subject to regulations issued by the

1	Office, voluntary service for the United States if the serv-
2	ice—
3	"(1) is performed by a participant in the executive
4	exchange program;
5	"(2) is to be uncompensated; and
6	"(3) will not be used to displace any employee.
7	"(c)(1) Except as provided in paragraph (2), any partici-
8	pant in the executive exchange program who provides volun-
9	tary service under subsection (b) of this section shall not be
10	considered a Federal employee for any purpose other than for
11	purposes of chapter 81 of this title (relating to compensation
12	for injury) and sections 2671 through 2680 of title 28 (relat-
13	ing to tort claims).
14	"(2) In addition to being considered a Federal employee
15	for the purposes specified in paragraph (1), any participant in
16	the executive exchange program who provides voluntary
17	service as part of a program established under subsection (b)
18	of this section in the Internal Revenue Service, Department
19	of the Treasury, shall be considered an employee of the De-
20	partment of the Treasury for purposes of-
21	"(A) section 552a of this title (relating to disclo-
22	sure of records);
23	"(B) subsections (a)(1), (h)(1), (k)(6), and (l)(4) of
24	section 6103 of the Internal Revenue Code of 1954

1	(26 U.S.C. 6103), relating to confidentiality and disclo-
2	sure of returns and return information;
3	"(C) sections 7213(a)(1) and 7431 of the Internal
4	Revenue Code of 1954 (26 U.S.C. 7213 and 7431) re-
5	lating to unauthorized disclosures of returns and return
6	information by Federal employees and other persons;
7	and
8	"(D) section 7423 of the Internal Revenue Code
9	of 1954 (26 U.S.C. 7423) relating to suits against em-
10	ployees of the United States;
11	except that returns and return information (as defined in sec-
12	tion 6103 (b) of such Code) shall be made available to partici-
13	pants in the executive exchange program only to the extent
14	that the Secretary of the Treasury or his designee determines
15	that the duties assigned to such participants in the executive
16	exchange program so require.".
17	(b) The table of sections for chapter 31 of title 5, United
18	States Code, is amended by adding at the end of subchapter I
19	the following:

"3113. Volunteer services of participants in executive exchanges.".

THE WHITE HOUSE

WASHINGTON

April 23, 1984

MEMORANDUM FOR FRED F. FIELDING

FROM:

JOHN G. ROBERTS

SUBJECT:

Portal-to-Portal Legislation

Joe Wright has sent over draft portal-to-portal legislation suggested by GAO. According to Wright, GAO would be happy to introduce the legislation, and is currently checking with the members of the appropriate committees to determine when the legislation should be introduced (this year or next). Wright notes we should get back to GAO on their proposal "within the next week or so," and GAO will then let us know when the legislation should be introduced, and an understanding can be reached concerning GAO review of vehicle use.

The GAO bill would extend portal-to-portal rights far beyond current law, current practice, and the Administration proposal. In addition to those currently entitled to portal-to-portal service, the GAO bill would permit such service for:

- -- the Vice President
- -- Assistants to the President, paid at level II, as designated by the President
- -- the deputy heads as well as the heads of the Executive Departments
- -- the heads and deputy heads of (interestingly) GAO and OMB
- -- the heads of all Executive Agencies paid at level II, except for "independent agencies" listed at 44 U.S.C. § 3502(10)
- -- the Joint Chiefs of Staff, the Under Secretaries of Defense and State, and the Counsellor of the State Department
- -- such members and employees of Congress as each House may by rule direct
- -- the nine Supreme Court Justices.

The GAO bill would also permit portal-to-portal service on a temporary basis when the agency head determines that an emergency exists and that such service is essential for "safety, security, or other operational considerations." Finally, the GAO bill would permit a determination that spousal transportation was transportation for an official purpose when it was "incident to the performance of official business by the listed officer, employee, or member."

The GAO bill, in my view, goes far beyond what is necessary to address the crisis engendered by last summer's GAO opinion. Our interest in this area has been limited to correcting the adverse effects of that opinion and legitimizing established practice; we certainly have no interest in extending portal-to-portal service to Congressmen and Congressional staff (a potentially unlimited number) or Supreme Court justices. Were we to support this bill we would not be able to defend it as simply correcting a roque GAO opinion and authorizing what has been accepted practice through several administrations of both parties. The bill greatly expands "limousine service" throughout the government, and will be criticized on that basis. To the extent the Administration as opposed to GAO must defend it -- and, after all, the President will have to sign it -- the political costs of this bill could far exceed the costs of more modest proposals addressed to the GAO opinion.

Since you have discussed this matter with Wright and others I will await further guidance before preparing a memorandum for Wright.

Attachment

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WHITE HOUSE CORRESPONDENCE TRACKING WORKSHEET

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Comments:			



EXECUTIVE OFFICE OF THE PRESIDENT OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

April 14, 1984

MEMORANDUM FOR FRED FIELDING

FROM:

JOE WRIGHT

SUBJECT:

Portal-to-Fortal legislation

Attached is the draft language from GAO regarding portal-to-portal legislation -- they are currently contacting members of Government Affairs/Government Operations to see what the receptivity would be on introducing legislation this year vs. next year and are more than happy to introduce the legislation! You will notice that GAO put OMB back in as well as themselves, added the legislative branch and added the judicial branch. They also included the spousal use of vehicles.

We should get back to them sometime within the next week or so with our feeling of whether or not this will be acceptable language. Then they will let us know whether or not it would be appropriate to introduce this legislation this year (my guess is that it will not be) and then we will reach an understanding with them as to when it will be introduced and when GAO will start reviewing use of vehicles.

They are also responding to Senator Garn's request for an interim ruling on the use of automobiles by Cabinet members' spouses -- that should be going up within the next week. This is in response to the Attorney General and the Secretary of Treasury's situations.

Section 1344 of Title 31 as amended pursuant to GAO proposal (with changes underscored).

§ 1344. Passenger motor vehicle and aircraft use

"(a) Except as specifically provided by

law, an appropriation may be expended to

maintain, operate, and repair passenger motor

vehicles or aircraft of the United States

Government that are used only for an official

purpose. An official purpose does not include

transporting officers or employees of the

Government between their domiciles and places of

employment except—

(1) medical officers on out-patient
medical service;

field work requiring transportation between their domiciles and places of employment when the transportation is approved by the head of the agency; and

(3) when an agency head makes a determination that an emergency exists or that highly unusual circumstances present safety, security, or other operational considerations which make such transportation, on a temporary basis, essential to the conduct of official business. The authority to make such a determination is non-delegable. The convenience or comfort of the employees to be transported is not a sufficient reason for the authorization of transportation under this subsection.

- (b) This cubsection does not apply to a motor vehicle or aircraft for the official use of-
 - (1) The President and the Vice President;
 - Assistant to the President to be

 designated by the President, whose

 compensation is fixed at rates at

 least equal to the rate of basic pay

 set for level II of the Executive

 Schedule;
 - (B) the heads and deputy heads of the

 Executive Departments listed in

 section 101 of Title 5, the General

 Accounting Office, and the Office of

 Management and Budget;

positions are classified at Level II

of the Executive Schedule by section

5313 of Title 5, except those specified in section 3502(10) of title 44;

of Staff, the Chiefs of Staff of the

Army and the Air Force, the Chief of

Naval Operations, the Commandant of

the Marine Corps, the Under Secretaries of Defense and the Under Secretaries and Counsellor of the

Department of State;

Such members and employees of the Congress as each House may by rule direct; and

(F) the Chief Justice and Associate

Justices of the United States."

- (3) Principal diplomatic and consular officials.
- officer, employee, or member listed in subsection (b) of this section may be deemed to be for an official purpose when such transportation is advantageous to the incidental to the performance of official business by the listed officer, employee, or member.

THE WHITE HOUSE

WASHINGTON

April 26, 1984

MEMORANDUM FOR FRED F. FIELDING

FROM:

JOHN G. ROBERTS

SUBJECT:

Portal-to-Portal Legislation

According to Joe Wright, Monday will in fact be soon enough to discuss the GAO portal-to-portal bill. A meeting has been set up for 10:15 Monday morning.

The pertinent background material is attached. I have also attached the current Executive Level II listing, 5 U.S.C. § 5313, so that you can see who will be entitled to portalto-portal service under subsection (b) (2) (C) of the GAO bill. The highlighted individuals are entitled to portal-to-portal service under subsection (b) (2) (C) of the bill, as heads of Executive establishments paid at Level II. The stricken individuals would be but for the fact that they head an independent agency listed in 44 U.S.C. § 3502(10), and subsection (b) (2) (C) specifically excludes heads of such agencies. The remaining individuals listed in 5 U.S.C. § 5313 -- except Ambassadors at Large -- would be entitled to portal-to-portal service under the provision of the GAO bill extending coverage to deputy heads of the Executive departments. Ambassadors at Large would not be entitled to the service under the GAO bill. (Under the GAO opinion of last June, they do not qualify as "principal diplomatic and consular officials.")

Attachment

section 101(c) of Pub.L. 96-536, as amended, set out as a note under section 5318 of this title.

1979 Increases in Salaries. Salaries of positions at Level I increased to \$74,500 per annum, effective on the first day of the pay period beginning on or after Oct. 1, 1979, as provided by Ex.Ord. No. 12165, Oct. 9, 1979, 44 F.R. 58671, as amended by Ex.Ord. No. 12200, Mar. 12, 1980, 45 F.R. 16443. Ex.Ord. No. 12165 further provided that pursuant to section 101(c) of Pub.L. 96-86 funds appropriated for fiscal year 1980 may not be used to pay a salary at a rate which exceeds an increase of 5.5 percent over the rate in effect on Sept. 30, 1978, which is a maximum rate payable of \$69,630.

Applicability to funds appropriated by any Act for fiscal year ending Sept. 3, 1980, of limitation of section 304 of Pub.L. 95-391 on use of funds to pay the salary or pay of any individual in legisla-

tive, executive, or judicial branch in position equal to or above Level V of the Executive Schedule, see section 101(c) of Pub.L. 96-86, set out as a note under section 5318 of this title.

Compensation and Emoluments of Secretary of State; Fixing at level in Effect on January 1, 1977. Pub.L. 96-241, § 1, May 3, 1980, 94 Stat. 343, limited the compensation and other emoluments attached to the office of Secretary of State to those in effect Jan. 1, 1977, during the period beginning May 3, 1980, and ending on the date on which the first individual appointed to that office after May 3, 1980, ceases to hold that office.

Legislative History. For legislative history and purpose of Pub.L. 96-54, see 1979 U.S. Code Cong. and Adm. News, p. 931. See, also, Pub.L. 96-88, 1979 U.S. Code Cong. and Adm. News, p. 1514; Pub.L. 97-456, 1982 U.C. Code Cong. and Adm. News, p. 4405.

§ 5313. Positions at level II

Level II of the Executive Schedule applies to the following positions, for which the annual rate of basic pay shall be the rate determined with respect to such level under chapter 11 of title 2, as adjusted by section 5318 of this title:

Deputy Secretary of Defense.

Deputy Secretary of State.

Administrator, Agency for International Development.

Administrator of the National Aeronautics and Space Administration.

Administrator of Veterans' Affairs.

Deputy Secretary of the Treasury.

Deputy Secretary of Transportation.

-Chairman, Nuclear Regulatory Commission.

Chairman, Council of Economic Advisers,

Chairman, Board of Governors of the Federal Reserve System

Director of the Bureau of the Budget.

Director of the Office of Science and Technology.

Director of the United States Arms Control and Disarmament Agency.

Director of the United States Information Agency

Director of Central Intelligence.

Secretary of the Air Force.

Secretary of the Army.

Secretary of the Navy

Administrator, Federal Aviation Administration.

Director of the National Science Foundation

Deputy Attorney General.

Deputy Secretary of Energy.

Deputy Secretary of Agriculture.

Director of the Office of Personnel Management.

Ambassadors at Large.

Administrator, Federal Highway Administration.

Administrator of the Environmental Protection Agency.

(As amended Pub.L. 96-465, Title II, § 2302, Oct. 17, 1980, 94 Stat. 2164; Pub.L. 97-449, § 3(1), 7(b), Jan. 12, 1983, 96 Stat. 2441, 2444; Pub.L. 98-80, § 2(a)(1), Aug. 23, 1983, 97 Stat. 485.)

1983 Amendment, Pub. L. 98-80 added item relating to Administrator of the Environmental Protection Agency.

1980 Amendmen. Pub.L. 96-465 added item relating to Ambassadors at Large.

Effective Date of 1980 Amendment. Amendment by Pub.L. 96-465 effective Feb. 15, 1981, except as otherwise provided, see section 2403 of Pub.L. 96-465, set out as a note under section

THE WHITE HOUSE

WASHINGTON

April 23, 1984

Sur up works -

MEMORANDUM FOR FRED F. FIELDING

FROM:

JOHN G. ROBERTS

SUBJECT:

Portal-to-Portal Legislation

Joe Wright has sent over draft portal-to-portal legislation suggested by GAO. According to Wright, GAO would be happy to introduce the legislation, and is currently checking with the members of the appropriate committees to determine when the legislation should be introduced (this year or next). Wright notes we should get back to GAO on their proposal "within the next week or so," and GAO will then let us know when the legislation should be introduced, and an understanding can be reached concerning GAO review of vehicle use.

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- -- the Vice President
- -- Assistants to the President, paid at level II, as designated by the President
- -- the deputy heads as well as the heads of the Executive Departments
- -- the heads and deputy heads of (interestingly) GAO and OMB
- -- the heads of all Executive Agencies paid at level II, except for "independent agencies" listed at 44 U.S.C. § 3502(10)
- -- the Joint Chiefs of Staff, the Under Secretaries of Defense and State, and the Counsellor of the State Department
- -- such members and employees of Congress as each House may by rule direct
- -- the nine Supreme Court Justices.

The GAO bill would also permit portal-to-portal service on a temporary basis when the agency head determines that an emergency exists and that such service is essential for "safety, security, or other operational considerations." Finally, the GAO bill would permit a determination that spousal transportation was transportation for an official purpose when it was "incident to the performance of official business by the listed officer, employee, or member."

The GAO bill, in my view, goes far beyond what is necessary to address the crisis engendered by last summer's GAO opinion. Our interest in this area has been limited to correcting the adverse effects of that opinion and legitimizing established practice; we certainly have no interest in extending portal-to-portal service to Congressmen and Congressional staff (a potentially unlimited number) or Supreme Court justices. Were we to support this bill we would not be able to defend it as simply correcting a roque GAO opinion and authorizing what has been accepted practice through several administrations of both parties. The bill greatly expands "limousine service" throughout the government, and will be criticized on that basis. To the extent the Administration as opposed to GAO must defend it -- and, after all, the President will have to sign it -- the political costs of this bill could far exceed the costs of more modest proposals addressed to the GAO opinion.

Since you have discussed this matter with Wright and others I will await further guidance before preparing a memorandum for Wright.

Attachment

44 § 3502 PUBLIC PRINTING AND DOCUMENTS

(5) the term "data element" means a distinct piece of information such as a name, term, number, abbreviation, or symbol;

(6) the term "data element dictionary" means a system containing standard and uniform definitions and cross references for com-

monly used data elements;

- (7) the term "data profile" means a synopsis of the questions contained in an information collection request and the official name of the request, the location of information obtained or to be obtained through the request, a description of any compilations, analyses, or reports derived or to be derived from such information, any record retention requirements associated with the request, the agency responsible for the request, the statute authorizing the request, and any other information necessary to identify, obtain, or use the data contained in such information;
- (8) the term "Director" means the Director of the Office of Management and Budget;
- (9) the term "directory of information resources" means a catalog of information collection requests, containing a data profile for each request:
- of Governors of the Federal Reserve System, the Civil Aeronautics Board, the Commodity Futures Trading Commission, the Consumer Product Safety Commission, the Federal Communications Commission, the Federal Deposit Insurance Corporation, the Federal Energy Regulatory Commission, the Federal Home Loan Bank Board, the Federal Maritime Commission, the Federal Trade Commission, the Interstate Commerce Commission, the Mine Enforcement Safety and Health Review Commission, the National Labor Relations Board, the Nuclear Regulatory Commission, the Occupational Safety and Health Review Commission, the Postal Rate Commission, the Securities and Exchange Commission, and any other similar agency designated by statute as a Federal independent regulatory agency or commission:

(11) the term "information collection request" means a written report form, application form, schedule, questionnaire, reporting or recordkeeping requirement, or other similar method calling for the collection of information;

(12) the term "information referral service" means the function that assists officials and persons in obtaining access to the Federal Information Locator System;

(13) the term "information systems" means management information systems;

(14) the term "person" means an individual, partnership, association, corporation, business trust, or legal representative, an organized group of individuals, a State, territorial, or local government or branch thereof, or a political subdivision of a State, territory, or local government or a branch of a political subdivision;

(15) the term "practical utility" means the ability of an agency to use information it collects, particularly the capability to process

such information in a timely and useful fashion; and

(16) the term "recordkeeping requirement" means a requirement imposed by an agency on persons to maintain specified records.

Added Pub.L. 96-511, § 2(a), Dec. 11, 1980, 94 Stat. 2813.

Prior Provisions. Provisions similar to those comprising pars. (1), (4), and (14) of this section were contained in prior section 3502, Pub.L. 90-620, Oct. 22, 1968, 82 Stat. 1302; Pub.L. 93-153, Title IV, § 409(a), Nov. 16, 1973, 87 Stat. 593, prior to the general amendment of this chapter by Pub.L. 96-511.

Effective Date. Section effective on Apr. 1, 1981, see section 5 of Pub.L. 96-511, set out as a note under section 3501 of this title.

Legislative History. For legislative history and purpose of Pub.L. 96-511, see 1980, U.S.Code Cong. and Adm.News, p. 6241.

§ 8503. Office of Information and Regulatory Affairs

(a) There is established in the Office of Management and Budget an office to be known as the Office of Information and Regulatory Affairs.

OFFICE OF
THE ATTORNEY GENERAL



August 9, 1984

TO: John Roberts

FROM: Tex Lezar

Per our discussion. Give me a call when you have had a chance to read this.

Attachment



COMPTROLLER GENERAL OF THE UNITED STATES WASHINGTON D.C. 20548

B-210555.9

June 28, 1984

The Honorable Jake Garn United States Senate

Dear Senator Garn:

This is in response to your letter dated April 3, 1984, requesting clarification of the law regarding the transportation of spouses of high-ranking Government officials in Government vehicles. As set forth below, it is our opinion that the circumstances in which the transportation of the unaccompanied spouse of a Government official, at least in the United States, reasonably could be deemed to be for an "official purpose," and therefore permissible, would be very limited.

The use of Government vehicles is governed by 31 U.S.C. § 1344 which reads, in part:

"(a) Except as specifically provided by law, an appropriation may be expended to maintain, operate, and repair passenger motor vehicles or aircraft of the United States Government that are used only for an official purpose."

The balance of section 1344 deals chiefly with the transportation of Government employees in Government vehicles between their homes and workplaces and is not relevant in this analysis. (The law regarding home-to-work transportation of Government employees was reviewed in detail in a recent Comptroller General decision, 62 Comp. Gen. 438 (1983).)

Accordingly, the law in this area is not difficult to summarize: vehicles may be used to transport spouses or other relatives of Government employees in the United States / only for an "official purpose." However, section 1344 provides no guidance as to what circumstances would give rise to an "official purpose." Further, precedent in this area is sparse.

^{1/ 22} U.S.C. § 2700 (1982) permits the transportation of families of Government employees stationed at overseas Foreign Service posts.

In a July 8, 1983, internal office memorandum (B-211586-O.M.), we provided legal advice to GAO evaluators who were conducting a congressionally-requested review of Department of Defense (DOD) motor pool operations. In that memorandum, we discussed the propriety of the use of Government vehicles by relatives of high DOD officials:

"While the logs do not explain the specific purposes of each of the 51 trips in question, we find it hard to conceive of any instance--at least in the United States -- when transportation of unaccompanied private persons (i.e., persons who are not themselves employees or officials of the Government) at Government expense would constitute official business. The fact that the transported persons are the spouses, children, or domestic employees of high-ranking officials does not, in and of itself, provide adequate legal justification for such an expenditure of appropriated funds. Compare 61 Comp. Gen. 260 (1982), affirmed on reconsideration, B-206173, August 3, 1982 (expenses incurred by spouses of Cabinet Secretaries and other high-ranking officials found not to be for official purposes). See also B-149372-O.M., August 23, 1977 (President Carter not authorized to provide ex-President Ford with transportation via Government aircraft for non-official purposes)."

This legal opinion was carried forward into the subsequent GAO letter report which concluded, "We can find no basis to authorize the transportation of unaccompanied relatives at government expense as official business." GAO/NSIAD-84-10 (B-211921, October 25, 1983).

The only likely circumstance in which the transportation in the United States of the spouse of a high official in a Government vehicle would be permissible is when the spouse is accompanying the official to or from an official function. In that circumstance, the provision of transportation to a non-official passenger would be permissible, provided it was incident to otherwise authorized use of the vehicle involved and did not result in additional expense to the Government. See 62 Comp. Gen. 438, 447 (1983); cf. B-155950, July 10, 1975 (Julie Nixon Eisenhower allowed to travel free of charge on a space-available basis in a military aircraft). Further, we recognize that in certain circumstances, an unaccompanied spouse of an official who himself or herself is entitled to Government transportation as a perquisite of office pursuant

to 31 U.S.C. § 1344(b) may also properly be transported to or from an official or quasi-official function; that is, when the spouse's presence at the function is in the Government's interest and circumstances make it awkward or impossible for the official to accompany the spouse enroute.

With regard to the specific hypothetical examples cited in your April 3 letter, the example of the spouse whose safety is threatened presents circumstances which could reasonably give rise to an "official purpose." In 54 Comp. Gen. 855 (1975), we concluded that home-to-work transportation of certain overseas Department of Defense employees could be warranted as "involving a Government interest which transcends considerations of personal convenience. 54 Comp. Gen. at 857. Our conclusion was based in part on a finding that it was "implicitly recognized" in provisions of Title 22 permitting such use of Government vehicles when necessary to protect overseas State Department personnel. Id. at 857-58. We conclude that the same analysis could be applicable to the transportation of spouses of Government officials whose safety is threatened as a consequence of the official's duties. However, such transportation would be permissible only when there was a "clear and present danger" to the spouse and when the furnishing of Government transportation would "provide protection not otherwise available." See 54 Comp. Gen. 855 at 858.

With regard to the other hypotheticals, it is our view that the fact that a spouse of a Government official may be performing services which benefit the Government would not, in itself, satisfy the statutory requirement that Government vehicles be used only for an "official purpose."

In summary, under current law, the transportation of spouses of high Government officials in Government vehicles would be permissible only in very limited circumstances, such as when the spouse is accompanying the official to or from an official function, when it is in the public interest for the spouse of a cabinet-level official to attend an official function and circumstances make it awkward or impossible for the official to accompany the spouse enroute, or when the spouse's safety is threatened and Government transportation would provide protection not otherwise available.

Although we believe that our interpretation of existing law in this area as set forth above is reasonable, we nevertheless believe that an amendment to 31 U.S.C. § 1344(b)(2) which explicitly sanctions these limited uses of Government cars within clearly defined parameters would be advisable. In response to your invitation for our views on clarifying legislation, we have the following suggestion.

At the end of the present subsection (a), a new sentence should be added as follows:

"An official purpose does not include transporting the spouse of a Government officer or employee except:

- "(1) spouses of those officials listed in subsection (b) of this section traveling to or from an official function, whether or not accompanied on the trip by the Government official, where their attendance is considered by such officials to be appropriate and in the public interest; and
- "(2) spouses of Government officials whose life or physical safety is threatened as a consequence of the official's duties, when the furnishing of Government transportation is determined by the head of the agency to be essential to provide protection not otherwise available."

We hope that we have been of assistance. Unless we hear otherwise from your office, this letter will be available for release to the public 30 days from today.

Sincerely yours,

Comptroller General of the United States

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DRAFT

Honorable Charles Bowsher

Comptroller General of the United States

General Accounting Office

441 G Street, N.W.

Washington, D.C. 20548

Dear Chuck:

In recent months, a great deal of attention has been paid to the question whether, and under what circumstances, senior officials of the Executive Branch may be provided with portal-to-portal transportation. This issue was crystallized by an opinion issued by the Comptroller General on June 3, 1983, which disagreed with opinions of the Departments of Defense and State as to when such transportation could be provided and recommended that Congress consider revision of the statutes which authorize its provision.

Although we may have differing interpretations of the current laws, I strongly agree with your position that a legislative solution to the portal-to-portal problem is desirable. The Administration intends to submit legislation to Congress in early 1985 proposing amendments to the current statutes to provide a reasonable and definitive resolution of this question. In light of GAO's long experience with the portal-to-portal issue, I would greatly appreciate your assistance in drafting an appropriate statute.

DRAFT

In our view, a legislative proposal should incorporate at least the following principles:

- 1.) Portal-to-portal transportation should be available to senior officials of the Legislative Branch, in the discretion of the Speaker of the House and the President pro tempore of the Senate.
- 2.) Such transportation should be available to Justices of the Supreme Court, in the discretion of the Chief Justice.
- 3.) Within the Executive Branch, eligibility for portal-to-portal transportation should be restricted to a small number of persons who hold specifically designated senior positions. Those positions should be at such a high level of responsibility that provision of such transportation can be said to serve the public's interest in the discharge of their vital official duties, rather than the personal comfort or convenience of the persons concerned. Such transportation should not automatically be made available to those eligible. Instead, the head of the agency should be granted discretion to provide such transportation and thus be made accountable for that decision.

4.) Allowance should be made for provision of such transportation on a temporary basis, under narrowly defined circmstances involving an emergency or highly unusual circumstances presenting safety, security or other operational considerations that make such transportation necessary to the conduct of government business.

-3-

5.) Provisions of such transporation to spouses or family members should be permitted only in the most restrictive conditions, along the lines set forth in prior GAO opinions.

Your June 1983 opinion stated that, in light of the continuing confusion surrounding the provision of portal-to-portal transportation, enforcement of the opinion would be deferred until the end of the 98th Congress in order to permit time for a legislative solution. Would you please advise us on what you propose to do with respect to enforcement of your opinion in the interim while the 99th Congress considers remedial legislation.

I look forward to working with you and members of Congress to devise an appropriate answer to this question.

Sincerely,

Joseph R. Wright, Jr. Deputy Director



EXECUTIVE OFFICE OF THE PRESIDENT OFFICE OF MANAGEMENT AND BUDGET

DATE: Jan. 17

TO:

Fred Fielding

FROM:

Mike Horowitz

I have sent this draft to Socolar who indicated yesterday that, with minor changes, it will be an acceptable predicate to GAO for the drafting of a statute. I'll call later this morning with further details. (If you prefer I work with someone on your staff on this please let your secretary know.)

(Dictated but not read.)

OMB FORM 38 Rev. Aug 73

THE WHITE HOUSE WASHINGTON

1-18

TO: DGH

FROM: John G. Roberts, Jr.
Associate Counsel
to the President

☐ FYI

☐ COMMENT

☐ ACTION

PER YOUR REPORT OF
FFF'S COMMENT, I
TOLD HOROVITZ TO

"GO WITH IT."



OFFICE OF MANAGEMENT AND BUDGET WASHINGTON, D.C. 20503

MEMORANDUM

January 7, 1985

To:

Fred Fielding

From:

Mike Horowitz MSKy JE

Attached is a letter received today from Proxmire re the "portal-to-portal" issue.

As you know, my view as chief legal officer at OMB, which I have opined is consistent with extant Justice opinions, is that agencies have the discretion to authorize portal-to-portal transportation for persons other than designated, "traditional" Cabinet Secretaries. This view is strengthened by legislation sponsored by Senator Proxmire expressly barring portal-to-portal transportation for all but traditional Cabinet Secretaries for those agencies covered by the HUD-Independent Agencies Appropriations Bill. (As you know, Proxmire is ranking member of the HUD-Independent Agencies Appropriations subcommittee.) Proxmire amendment, P.L. 98-371, Sec. 406, makes clear that Congress knows how to and has expressly limited portal-to-portal transportation to expressly designated officials and that its failure to do so for persons covered by appropriations bills other than HUD-Independent Agencies bespeaks a Congressional intent to allow the current system to be maintained as a matter of law.

I intend to draft a quick response to Proxmire indicating:

- o The Justice Department position that GAO cannot bind federal agencies in construction of the law, notwithstanding the fact that its opinions are entitled to and have in this instance been given great deference;
- o That, as Proxmire has himself publically indicated, there is need to enact appropriate and explicit legislation to cover the portal-to-portal subject, and that the Administration and OMB are prepared to work with Congress and the GAO in providing for such legislation.

Obviously, I will send you a draft letter as soon as I have worked it up, but I am wondering whether you should not be in touch with other agency General Counsels (or wish me to do so) in order to ensure that all responses to the Proxmire letter are coordinated and consistent across all agencies.

Please advise.

cc: Joe Wright

MARK O. HATFIELD, OREG., CHAIRMAN

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J. KEITH KENNEDY, STAFF DIRECTOR FRANCIS J. SULLIVAN, MINORITY STAFF DIRECTOR

United States Senate

COMMITTEE ON APPROPRIATIONS
WASHINGTON, D.C. 20510

January 2, 1985

SJAN7

Mr. David A. Stockman, Director Office of Management and Budget Executive Office Building Washington, D. C. 20503

Dear Mr. Stockman:

Title 31, Section 638a of the U.S. Code states that government vehicles may only be used for 'official purposes' and 'official purposes' does not include home-to-work transportation for federal employees. That legislation provides a series of very specific exemptions: the President, Secretaries of cabinet Departments (but not Under Secretaries, Assistant Secretaries, heads of agencies or boards), individuals on field service great distances from their offices, diplomatic personnel abroad and physicians on out-patient duty.

As you know, there has been a geat deal of confusion regarding the applicability of the statute and its penalties. But that confusion has ben definitively resolved by the Comptroller General of the General Accounting Office in an opinion released on June 3, 1983 (B-210555). In that opinion and subsequent responses to agencies, such as the GAO's February 7, 1984 letter to the Office of Personnel Management (B-210555.3), the GAO has made the following points:

- * The prohibition on home-to-work for officials not specifically exempted by law is absolute. It is <u>not</u> acceptable to argue that the transportation was provided on an occasional, non-routine basis. There may be no exemptions.
- * Transportation from the office to official functions may be provided to non-exempt officials. But that transportation may not involve a stop at the home for agency officials or their spouse.
- * When the 99th Congress begins, all agency personnel would be liable for financial recovery by the Government, and additional penalties outlined in Title 31, Section 638a, for improper use of government vehicles.

In light of these rulings, I would appreciate a response as soon as possible to the following questions:

1) Will your agency be in full compliance with the Comptroller General's rulings by the commencement of the 99th Congress?

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- 2) What steps have you taken to assure that all agency officials have been adequately informed of their legal liability under Title 31, Section 638a? Please enclose copies of relevent memoranda and, if no action has been taken, please outline the reasons.
- 3) As of January 3rd, which officials, if any, will be eligible to receive home-to-work transportation on an occasional or routine basis?
- 4) If those do not conform to Comptroller General opinions, explain the authority under which this servie will be provided.
- 5) Has your agency sought exemptions from the Comptroller General's opinions?

I look forward to hearing from you promptly. It is my intention to make the replies a part of the public record.

Sincerely,

William Proxmire, U.S.S.

WP:lpc

1999:

THE WHITE HOUSE WASHINGTON

1-18

то: DGH

FROM: John G. Roberts, Jr.
Associate Counsel
to the President

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PER YOUR REPORT OF

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TOLD HOROWITZ TO

"GO WITH IT."

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