

by 40 percent. In May of this year I signed an Executive order calling for a White House Conference on Small Business to be held in January 1980. This Conference will involve over 25,000 small business people throughout the country helping us to develop a small business policy for this country. I intend to work with the Congress and particularly with Chairmen SMITH and NELSON to develop and implement such a policy.

This legislation does have beneficial features. However, it is precisely because of my commitment to small business and an effective Small Business Administration, that I must withhold my approval from H.R. 11445. This bill, in its present form, is not the best we can do for small business in the United States and is inconsistent with the tight budget situation we will face in the next few years. Disapproval of the bill would not interrupt any existing SBA program since SBA programs are already authorized for fiscal year 1979, nor would it interfere with administration plans regarding the White House Conference on Small Business, since \$4,000,000 has already been appropriated for the Conference in fiscal year 1979. This Conference is an important priority of mine and of my administration.

The bill authorizes over \$2 billion in expenditures in excess of our budget projections through 1982. It continues a duplicative program of farm disaster lending by the SBA with excessively deep interest subsidies and terms which we believe to be wasteful. This has led to an unwarranted amount of farm disaster lending which should be done by the Farmers Home Administration. This Administration has proposed that farm lending be consolidated in the Department of Agriculture which has the farm credit expertise and extensive field network necessary to operate the program effectively and efficiently. The Congress has failed to act on this recommendation.

Even more important is the effect this bill would have on the operations of the Small Business Administration. The bill virtually mandates significant staff increases. It would also interfere with the ability of the Administrator of the SBA, my primary small business advisor and representative, to effectively run that agency. The legislation imposes specific titles and responsibilities upon agency officials and specifies funding and personnel levels for activities throughout SBA down to the smallest detail. These legislative strictures run counter to my efforts to better manage the Federal government.

The bill also distorts the role of SBA's Chief Counsel for Advocacy. I supported the establishment of this office as a means to insure that the views of small business were adequately reflected in the policy-making processes of the government. But the legislation tends to move the Chief Counsel for Advocacy into policy and administrative areas more properly those of the Administrator of the SBA. This bill also might begin to isolate the Chief Counsel for Advocacy from the executive policy-making process by calling for an annual report to Congress which could not be reviewed

or coordinated with any other agency of the Executive Branch. Current statutes provide the Chief Counsel with sufficient authorities to evaluate small business issues and serve as an ombudsman to small business interests.

I am also concerned by the loan pooling provision in this bill that would authorize private dealers to issue a new class of 100 percent Federally guaranteed securities which would compete directly with the Treasury and other Federally-backed securities in the bond markets.

I look forward to working with the Congress and the small business community who worked on this bill to develop a program to meet the needs of small business. It is my great hope that early in the next Congress an approach will be fashioned to meet the needs of the small business community, with the full involvement of my Administration.

JIMMY CARTER.

THE WHITE HOUSE, October 25, 1978.

H.R. 11092

MEMORANDUM OF DISAPPROVAL

I am withholding my approval of H.R. 11092, the "Navajo and Hopi Relocation Amendments of 1978." I have no objection to the authorization in this bill to fund the important and difficult work being performed by the Relocation Commission to administer the partitioning of land which has been jointly used by the Navajo and Hopi Tribes. My failure to approve this bill will not affect the ability of the Commission to continue its work, because appropriations for this fiscal year have already been approved.

My objections to the bill center on section 4, which would provide for a one-house veto of the relocation plan which is finally adopted by the Relocation Commission. I have previously informed the Congress of my view that such legislative veto devices are unconstitutional intrusions into the day-to-day administration of the law by the Executive Branch, including independent agencies such as the Relocation Commission. Congress is constitutionally empowered to overrule agency decisions executing the law only by enacting legislation subject to the veto power of the President under Article I, section 7 of the Constitution.

Where either Congress or the President is dissatisfied with the execution of the law by an independent agency or commission, legislation agreeable to both or enacted over the President's veto is an appropriate and constitutional means for overturning the result reached by that independent agency. If the Constitution required less, there would in fact be no true independence for agencies such as the Relocation Commission. This principle was adhered to by the Ninety-third Congress when it enacted the Navajo and Hopi Indian Relocation Commission Act in 1974 and is one from which we should not depart.

The bill also contains a provision which would oust incumbent members of the Navajo and Hopi Indian Relocation Commission if they happened to be Federal, State or local elected officials. This provision in section 2 has constitutional implications since it would allow for Congressional removal of officers in the Ex-

ecutive Branch. Further, as a matter of fairness and equity, interruption of the tenure of appointed officials by the imposition of new "qualifications" should not be lightly undertaken. Accordingly, I would suggest that the Ninety-sixth Congress, in any consideration of a similar bill, give due consideration to these problems.

The Administration will work with the Congress next year to develop any needed legislation to improve the operations of the Relocation Commission. The Commission needs to operate more effectively and I look forward to working with Congressional leaders such as Senator DeCONCINI and Congressman UDALL toward this end.

JIMMY CARTER.

THE WHITE HOUSE, November 2, 1978.

H.R. 11861

MEMORANDUM OF DISAPPROVAL

I am withholding my signature from H.R. 11861, which would require the Secretaries of Commerce and the Navy to meet at least four times a year with representatives of the maritime industry and to submit an annual report to the President and Congress on their activities and recommendations.

Both the Maritime Administration of the Commerce Department (MARAD) and the Navy already have numerous contacts with the maritime industry and with each other to study, develop, and implement the goals of the Merchant Marine Act. Navy and MARAD are currently working to improve their cooperation in this area by adding the Secretaries of Commerce and Navy to an existing inter-agency advisory board on maritime matters. They are also arranging to have the board meet at least four times a year, and at least one of these meetings will be open to maritime industry representatives.

In addition, in order to assure that the concerns that generated this bill are fully addressed, I am directing both Secretaries to consult regularly with maritime industry officials to discuss issues of mutual concern.

In light of these actions, I see no reason for this legislation. It is not necessary to achieve our goal of an adequate merchant marine. It would mandate a change in administrative functions which are currently satisfactory. It is an undue legislative intrusion into administrative activities which are the appropriate responsibility of the Executive Branch, and the required report would be an additional and unnecessary government expense. For these reasons, I am disapproving this bill.

JIMMY CARTER.

THE WHITE HOUSE, November 2, 1978.

H.R. 6536

MEMORANDUM OF DISAPPROVAL

I am withholding my approval from H.R. 6536 which would make certain changes in the retirement program for police, firefighters, teachers, and judges of the District of Columbia.

This action today in no way alters my commitment to the basic principles of fairness and self-determination which must be the cornerstone of Federal-District relations. Included among our ac-

tions to fulfill this commitment have been (1) support of full voting representation, (2) support for expansion of "Home Rule" for the District and (3) support of efforts to provide greater equity and predictability to the financial relationship between the Federal government and the District.

I have also proposed removal of the Federal government from the District's Budgetary process by 1982, as well as the development of an equitable Federal payment process on the District's revenues. This process must rest on an objective, equitable basis and not be used as a device to balance the District's budget. To achieve movement toward that goal, I recommended a Federal payment for fiscal year 1979 totaling \$317 million—the highest total ever recommended by a President.

It is against that background that my Administration last year expressed its willingness to work with the Congress and the District to develop a sound, reasonable solution to the District's current financial difficulties with its pension program for police, firemen, teachers and judges. Previous Administrations have declined to acknowledge any Federal responsibility for the District's current pension funding problems. In the bill that passed the House of Representatives, my Administration announced its willingness to assume sixty percent of the cost of making a transition to an actuarially sound system. This would have obligated the Federal government to make payments of \$462 million over 25 years. Instead, the Congress ultimately adopted a different method of funding which identified the Federal responsibility as that portion of the unfunded liability attributable to employees who retired prior to Home Rule. This would require the Federal government to pay more than \$1.6 billion over that same period.

This proposal fails to recognize that a large part of that liability derives from abuses of the disability retirement statutes which were permitted to flourish by those responsible for their effective administration. It undervalues or ignores the significance of Federal assistance through the Federal funding of benefits for thousands of District employees who participate in the Federal Civil Service Retirement System. I am therefore of the view that the enrolled bill overstates the degree of Federal responsibility.

Although the bill's benefit and disability retirement reforms are desirable, its failure to apply these reforms to current employees constitutes a serious and costly deficiency. While the bill contains a penalty clause, the purpose of which is to reduce the Federal payment if abuse persists, the application of basic statutory reforms to all employees would be a far more effective and efficient means of preventing a recurrence of the abuses which have prevailed in recent years.

Accordingly, I am compelled to withhold my approval from this bill.

I realize that many members of Congress have worked long and hard with the Administration on this question. I agree with them that there is indeed a

Federal responsibility to see that this program is converted to one which is actuarially sound and which minimizes opportunity for abuse.

I look forward with the Congress and the elected representatives of the District of Columbia early in the next session to develop acceptable retirement funding and reform legislation. We are prepared to consider a reasonable Federal financial contribution, providing that provisions are included that fully remedy the problem of retirement abuses. Working together, I am sure we can place the District retirement programs on a sound basis in a manner which both limits the extent of Federal financial responsibility, while also recognizing the Federal responsibility in this area.

JIMMY CARTER.

THE WHITE HOUSE, November 4, 1978.

H.R. 9518

MEMORANDUM OF DISAPPROVAL

I have decided not to sign into law H.R. 9518. This legislation, which would impose severe enforcement measures in the area of ocean shipping rebating, reflects concern with the possible disparity in enforcement of our anti-rebating laws against U.S.-flag carriers but not against foreign flag operators. I share that concern, and any disparity that exists must be eliminated.

The United States is currently engaged in important discussions with several European countries and Japan in an attempt to reach cooperative agreements involving a number of shipping problems, including rebating. Rather than taking immediate unilateral action undermining these efforts, I have directed the Secretary of State, in cooperation with the Federal Maritime Commission and other agencies to pursue these talks vigorously and to report to me on their progress. I am also directing the Administration's Maritime Policy Task Force to provide, by an early date, a set of recommendations that will address both the substance of our rebating laws as well as procedures for enforcement, taking into account the inherently international character of ocean shipping.

In the interim, I am asking the Federal Maritime Commission to step up its enforcement efforts against illegal rebating under the authority now provided in the Shipping Act of 1916. The Administration is committed to assist the FMC in these efforts, and I urge the Department of State in obtaining any necessary cooperation from foreign governments.

Although I am withholding my signature on H.R. 9518 I believe the bill represents an important signal to foreign countries that we must work together to secure a cooperative shipping regime. I commit my Administration to work with the next Congress to develop a comprehensive maritime policy for the United States, in which the concerns reflected by this bill as well as broader policy issues can be fully addressed.

JIMMY CARTER.

THE WHITE HOUSE, November 4, 1978.

H.R. 13719

MEMORANDUM OF DISAPPROVAL

I have withheld my approval of H.R. 13719, which would have authorized special Federal payments to Guam and the Virgin Islands to offset the local revenue losses during calendar years 1978 through 1982 caused by the Revenue Act of 1978.

Because income taxes paid by territorial residents to the governments of Guam and the Virgin Islands are based on the U.S. Internal Revenue Code, tax changes intended to reduce Federal income tax liabilities in the United States have a corresponding effect in reducing territorial tax liabilities. H.R. 13719 would have authorized direct grants to the territories to offset revenue losses associated with the 1978 tax act.

While recognizing the defects in the current territorial tax structures which H.R. 13719 was designed to alleviate, particularly the effects of periodic Federal tax reductions on local revenues, I do not believe the bill provides an acceptable long-range solution. By replacing reasonable local tax efforts with direct Federal payments, the bill is simply another attempt to manage territorial deficits without addressing the underlying economic and financial problems which have led to those deficits. We can no longer afford a piecemeal approach to the growing revenue problems of the territories.

Accordingly, although I am disapproving H.R. 13719, I am directing the Secretaries of the Interior and the Treasury to study the financial situation of both the Virgin Islands and Guam and to recommend a plan designed to help those governments achieve a higher degree of financial stability without perpetuating a piecemeal system which is costly to the Federal Government and which does not sufficiently encourage responsible financial management in these territories.

JIMMY CARTER.

H.R. 11545

MEMORANDUM OF DISAPPROVAL

I have withheld my approval of H.R. 11545, the Meat Import Act of 1978.

I do so because the bill would severely restrict Presidential authority to increase meat imports and would place a floor or minimum access level for meat imports that I believe is too low. It deprives a President of the only anti-inflationary tool available in this area.

Current law allows the President substantial flexibility to increase meat imports when, in his judgment, domestic supplies are inadequate to meet demand at reasonable prices. I am convinced that this flexibility must be preserved, as a weapon against inflation.

Under this bill, however, authority to increase meat imports would be tied to declaration of a national emergency or natural disaster, or to a restrictive price formula. Under this formula, the farm price of cattle would have to increase faster than the retail meat price by more than ten percent during the first two calendar quarters of a year. Under this