

U.S. Department of Justice Executive Office for United States Attorneys

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CLEARINGHOUSE

Speedy Trial Guidelines

The United States Attorney's office for the Southern District of Florida has prepared a detailed memorandum summarizing the law and cases governing the Speedy Trial Act, 18 U.S.C. §3161, et seq. (1976 and Supp. II (1979)). While the memorandum pertains to the application of the Speedy Trial Act in the Southern District of Florida, it may provide a useful aid to other offices or a format for developing individual guidelines for particular districts. Copies of the memorandum can be obtained from Ms. Susan A. Nellor, Assistant Director, Executive Office for United States Attorneys (633-4024).

(Executive Office)

EXECUTIVE OFFICE FOR UNITED STATES ATTORNEYS William P. Tyson, Director

POINTS TO REMEMBER

Proposed Revisions To 28 C.F.R. §16.1, et seq.

The Department has issued notice of proposed revisions to the procedural regulations which implement the Freedom of Information Act and the Privacy Act of 1974. The proposed revisions to 28 C.F.R. §16.1, et seq., are intended to clarify the distinctions between procedures for responding to requests under the two Acts and to simplify the Department's existing procedures for the access and referral of documents. The proposed revisions, which address all regulations implementing the Acts with the exception of 28 C.F.R. §16.9, are published at 48 Fed. Reg. 35892, dated August 8, 1983.

When they become final, the revised regulations will be incorporated into the pertinent sections of the <u>United States</u> Attorneys' Manual.

(Executive Office)

Debt Collection Commendation

On June 23, 1983, Attorney General William French Smith presented United States Attorney Francis A. Keating, II, Northern District of Oklahoma, with a plaque in recognition of his leadership role among United States Attorneys in the area of debt collection and the outstanding contributions he made to the Department's debt collection efforts as Chairman of the Debt Collection Subcommittee of the Attorney General's Advisory Committee of United States Attorneys during 1981 and 1982. The Attorney General's recognition of United States Attorney Keating's work again emphasizes the importance the Attorney General places on the United States Attorneys' debt collection activities and his personal commitment to the priority of this Administration to collect debts.

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OFFICE OF THE SOLICITOR GENERAL Solicitor General Rex E. Lee

The Solicitor General has authorized the filing of:

A petition for a writ of certiorari on or before September 8, 1983, with the Supreme Court in <u>United States</u> v. <u>Moreno</u>. The question is whether officers executing a search warrant violated 18 U.S.C. 3109 by forcing open a gate leading to an apartment door without first using an intercom to announce their presence and purpose.

A petition for a writ of certiorari on or before September 18, 1983, with the Supreme Court in <u>United States</u> v. <u>Billy G. Young</u>, No. 81-1536 (10th Cir.). The question is whether a prosecutor is entitled to express his personal opinions in closing argument in response to defense counsel's improper remarks and, if not, whether any error in this case was harmless.

EXECUTIVE OFFICE FOR UNITED STATES ATTORNEYS William P. Tyson, Director

United States v. One 56-Foot Yacht Named Tahuna, No. 81-4630 (9th Cir. Mar. 2, 1983).

FORFEITURE PROCEEDINGS UNDER THE COMPREHENSIVE DRUG ABUSE PREVENTION AND CONTROL ACT OF 1970: NINTH CIRCUIT HOLDS THAT PROBABLE CAUSE IS ESTABLISHED WITH ADEQUATE AND SUFFICIENTLY RELIABLE INFORMATION.

The Government moved for summary judgment in a forfeiture proceeding against a vessel, filing in support thereof the same affidavit of probable cause upon which the seizure warrant against the vessel was previously issued. The appellant contends that the Government lacked probable cause to institute the forfeiture proceeding because: (1) the Government did not prove probable cause by a preponderance of the evidence or by clear and convincing evidence; (2) the information in the affidavit is inadmissible evidence under Federal Rule of Civil Procedure 56(e); and (3) the information in the affidavit is not legally sufficient and reliable to permit the magistrate to find probable cause.

The Ninth Circuit affirmed the district court's decision that the Government's evidence was sufficient to support a showing of probable cause to institute the forfeiture proceeding, relying upon its interpretation of 19 U.S.C. §1615 in United States v. One Twin Engine Beech Airplane, 533 F.2d 1106, 1108 (9th Cir. 1976)(per curiam), that the various levels of burden of proof have no application to the question of probable cause nor does probable cause depend on the admissibility of evidence as required by Federal Rule of Civil Procedure 56(e). Rather, "the determination of probable cause in a forfeiture proceeding simply involves the issue of whether the information relied on by the Government is adequate and sufficiently reliable to warrant the belief by a reasonable person that the vessel was used to transport controlled substance."

Attorneys: Dennis Michael Nerney Assistant United States Attorney Northern District of California FTS (556-8512)

> Joseph M. Burton Assistant United States Attorney Northern District of California FTS (556-4232)

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CIVIL DIVISION Assistant Attorney General J. Paul McGrath

Gray Panthers v. Secretary of HHS, F.2d No. 82-1856 (D.C. Cir. Aug. 19, 1983). D.J. # 137-16-859.

D.C. CIRCUIT REVERSES ORDER REOUIRING HHS TO HOLD ORAL HEARINGS IN MEDICARE DENIALS INVOLVING UNDER \$100.

This is a nationwide class action challenging the constitutionality of HHS's notice and review procedures for Medicare insurance benefits disputes (predominantly under Part B of the program) involving under \$100. The district court originally upheld HHS's procedures which provided claimants with a form notice advising that their claim has been denied and provided review only on the basis of a review of the file. The D.C. Circuit disagreed in an opinion heavily criticizing the informational value of HHS's existing notices, and extolling the benefits that might be derived by supplementing the claims process with informal "face to face" hearings (652 F.2d 146). The court left the final contours of the alternative process, however, to be developed on remand. On remand, the district court rejected entirely HHS's proposal, which essentially amounted to supplementing the procedures found deficient by the court of appeals with an added layer of administrative notice and review in the form of a toll-free telephone communication with the insurance carrier. Instead, the court ordered HHS to disseminate approximately 30,000,000 special notices designed to identify those Medicare beneficiaries denied claims involving under \$100 since 1976; to provide oral hearings forthwith to all parties so identified and make oral hearings available prospectively in all cases; and to redesign its fully automated computer notice system to provide detailed and individualized information to claimants being denied full reimbursement.

We obtained a partial stay of this order pending appeal from the D.C. Circuit, and a stay of the remainder of the order from the Chief Justice. The D.C. Circuit (per Judge Mikva, joined by Judges Ginsburg and MacKinnon) has just reversed and remanded the case for a second time to permit the district court to reevaluate the special telephone system together with a compromise (but still fully automated) version of the notice that HHS voluntarily implemented once we obtained a stay, during the pendency of the appeal. The Court strongly suggested that HHS's latest proposal, which has yet to be considered at the trial level, "meets the dictates of due process." The court of appeals further indicated that oral hearings should be limited to those cases raising credibility questions, and, significantly, agreed

CIVIL DIVISION Assistant Attorney General J. Paul McGrath

with our argument that "if the total number of those cases is quite small * * * the adoption of procedures allowing for [any] informal hearings is not warranted." The court vacated all relief and further instructed the district court on remand to consider ultimately limiting the scope of any retroactive class relief in view of the disproportionately small benefits that might be derived from the effort.

Attorneys:	William Kanter (Civil Division) FTS (633-1597)
	Mark H. Gallant (Civil Division) FTS (633-4052)

Louisville And Nashville v. Donovan, F.2d No. 82-5072 (6th Cir. Aug. 12, 1983). D.J. # 178-31-123.

SIXTH CIRCUIT VACATESON GROUNDS OF LACK OF
JURISDICTIONDISTRICT COURT JUDGMENT HOLDING
THAT RAILROAD EMPLOYEES ARE EXCLUDED FROM THE
DEFINITION OF "MINER" UNDER THE BLACK LUNG
BENEFITS ACT.

This was an appeal from an order of the United States District Court for the Western Distict of Kentucky, enjoining the Secretary of Labor from construing the Black Lung Benefits Act from covering any railroads or railroad employees. We argued that the district court had no subject matter jurisdiction over this action under the BLBA and that exclusive jurisdiction under the Act lies in the court of appeals on a petition to review a decision of the Benefits Review Board. Although it was not necessary for the court of appeals to address the merits of the district court's decision, we also argued that the district court erred in holding that under no circumstances may railroad employees be included within the definition of "miners" or railroads be included within the definition of "operators."

In a unanimous decision, the court of appeals accepted all of our arguments. It held that exclusive judicial jurisdiction under the BLBA lies in the courts of appeals. Although acknowledging that in certain circumstances some residuum of Federal question jurisdiction may exist in the district courts, the court held that those circumstances are limited to where the plaintiff could show a patent violation of agency authority or a

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manifest infringement of a substantial right irremediable under the statutory scheme--neither of which were present in this case. With respect to the merits, the court noted that far from excluding railroads, the BLBA expressly encompasses independent contractors performing services at a mine, and the Act's definition of "miners" includes "an individual who works . . . in . . transportation in or around a coal mine" (30 U.S.C. \$902(d)), suggesting that if it had jurisdiction the court would have approved the Secretary's interpretation.

Attorneys: Leonard Schaitman (Civil Division) FTS (633-3441)

> Marleigh Dover (Civil Division) FTS 633-4820)

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LAND AND NATURAL RESOURCES DIVISION Acting Assistant Attorney General F. Henry Habicht, II

Forelaws on Board v. Johnson, No. 82-3257 (9th Cir. July 6, 1983), D.J. # 90-1-4-2409.

JURISDICTION; ACTION TO SET ASIDE POWER CONTRACTS PURSUANT TO THE PACIFIC NORTH-WEST ELECTRIC POWER PLANNING AND COMMISSION ACT, 16 U.S.C. 839 ET SEQ., MUST BE BROUGHT IN COURT OF APPEALS.

Plaintiffs brought a NEPA action in the district court seeking to set aside certain power contracts entered into by the Bonneville Power Administration pursuant to the Pacific Northwest Electric Power Planning and Conservation Act, 16 U.S.C. 839 <u>et seq</u>. The district court dismissed for lack of jurisdiction. The court of appeals affirmed, holding that, under the Act, challenges to the power contracts must be brought initially in the court of appeals by petition for review and not in the district courts.

> Attorneys: Special Assistant United States Attorney Thomas D. Miller (D. Ore.) FTS (423-2101)

> > Robert L. Klarquist (Land and Natural Resources Division) FTS (633-2731)

Anne S. Almy (Land and Natural Resources Division) FTS (633-4427)

Blackhawk Mining Company v. Andrus, No. 82-5141 (6th Cir. July 20, 1983). D.J. # 90-1-18-1456.

CONSTITUTIONALITY OF DEPOSIT REQUIREMENT UNDER SECTION 518(c) OF SURFACE MINING CONTROL AND RECLAMATION ACT SUSTAINED.

Section 518(c) of the Surface Mining Control and Reclamation Act, 91 Stat. 447, 30 U.S.C. 1268(c), provides that where an operator has been assessed a civil penalty for a violation of the Act, the operator must forward the amount of the assessed penalty for deposit as a prerequisite to seeking further review. Blackhawk was assessed a civil penalty by the Office of Surface

Mining and its subsequent administrative appeal was dismissed for failure to deposit the assessed penalty pending review. Blackhawk then filed an action in the district court alleging that Section 518(c)'s deposit requirements violated its due process rights, but the district court upheld the constitutionality of the provision.

The court of appeals affirmed. The court, noting that Blackhawk had been afforded numerous opportunities to contest the fact of violation and the amount of the penalty prior to the time it became required to make the deposit, found that Blackhawk had been given an opportunity to be heard "at a meaningful time and in a meaningful manner" and, accordingly, Section 518(c) complies with all due process requirements. The Sixth Circuit decision here is consistent with <u>B & M Coal Corp.</u> v. <u>Office of Surface Mining</u>, 699 F.2d 381 (7th Cir. 1983), in which the Seventh Circuit upheld the constitutionality of Section 518(c) under virtually identical facts.

> Attorneys: John Martin (Land and Natural Resources Division) FTS (633-4059)

> > Robert L. Klarquist (Land and Natural Resources Division) FTS (633-2731)

Pullman v. Chorney, No. 81-1386 (10th Cir. July 20, 1983). D.J. # 90-10-2-26.

> MINERAL LEASING ACT; STATUTE OF LIMITATIONS BARS CANCELLATION OF LEASE OF THE 90 DAYS; NO PRIVATE RIGHT OF ACTION FOR MONETARY AND INJUNCTIVE RELIEF BASED ON VIOLATION OF INTERIOR'S REGULATIONS.

Paul Pullman, an unsuccessful bidder-applicant for an oil and gas lease under the Department of the Interior's simultaneous oil and gas leasing program, filed a class suit against the Secretary of the Interior, subordinate officials of the Bureau of Land Management, and certain private individuals alleging that because of a conspiratorial fraud practiced by the private defendants involving unlawful multiple filings, and the alleged failure of Federal officials to enforce the terms of the Mineral Leasing Act of 1920 (MLA), and regulations promulgated thereunder, he and other unsuccessful bidder-applicants were deprived of a fair drawing in the issuance of these leases. The district court dismissed Pullman's complaint for lack of standing. 509 F. Supp. 162 (D. Wyo. 1981).

The Tenth Circuit affirmed an alternative grounds. First, the court held that Section 226-2 of the MLA barred Pullman's suit insofar as it sought to cancel the leases. Second, Pullman had no private cause of action under the Act for monetary and injunctive relief based on his claim that the private defendants had violated Interior's regulations prohibiting a lottery entrant from agreeing to assign his pre-lottery interest in the lottery outcome (43 C.F.R. 3112.4-3 and 3112.6-1).

> Attorneys: Jacques B. Gelin (Land and Natural Resources Division) FTS (633-2762)

> > Robert L. Klarquist (Land and Natural Resources Division) FTS (633-2731)

United States v. 255.25 Acres in Monroe Cty., Mo. (Moutray), Nos. 82-2026, 82-2027 (8th Cir. July 28, 1983), D.J. # 33-26-482-450.

> CONDEMNATION; CORPS' FEASIBILITY REPORT DOES NOT LIMIT AGENCY'S AUTHORITY TO TAKE.

In this case the Moutrays challenged the taking of their land above elevation 621 feet arguing that because this was the elevation limit for fee taking set forth in the feasibility report submitted to the House of Representatives, any taking above that mark was unauthorized. The feasibility report had been prepared under the 1954 Joint Acquisition Policy, which permitted rather limited fee-taking. This policy was revised in 1962, after submission of the feasibility report to Congress. The new policy permitted fee taking for broader purposes than the earlier, more restrictive policy. The Moutrays argued that the fee-taking limit specified in the feasibility report was absolute and, despite the change in acquisition policy, could not be modified. The Eighth Circuit rejected this contention, noting that feasibility reports are merely planning documents, not final detailed blueprints of the project. The court also ruled that the taking here did not become unauthorized merely because the Government had changed its land acquisition criteria. The fact that Government witnesses testified that the land would have been taken under either the limited 1954 policy or the broader 1962 policy also influenced the court's decision.

> Attorneys: Kathleen P. Dewey (Land and Natural Resources Division) FTS (633-4519)

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Edward J. Shawaker (Land and Natural Resources Division) FTS (724-5993)

Martin W. Matzen (Land and Natural Resources Division) FTS (633-4426)

Morris County Trust for Historic Preservation et al. v. Samuel R. <u>Pierce, et al.</u>, No. 82-5656 (3d Cir., July 29, 1983) D.J. # 90-1-4-2420.

NEPA AND NHPA BAR DEMOLITION OF BUILDING BECAUSE OF HUD'S CONTINUING AUTHORITY OVER PROJECT.

The Third Circuit affirmed the ruling of the district court that a building slated for demolition pursuant to an urban renewal plan approved by the Department of Housing and Urban Development in 1968, and funded by a grant made in 1969, could not be destroyed prior to the preparation by HUD of a NEPA statement (or assessment), and a consideration under the National Historic Preservation Act of the effect of the funding of the Urban Renewal Plan upon buildings "included in or eligible for inclusion in the National Register." HUD argued that NEPA was not applicable, because the plan was approved and the funding contract entered into prior to the enactment of NEPA, and that the NHPA was not applicable because the funding contract had been entered into seven years before NHPA was amended to cover buildings "eligible for inclusion in the National Register," the building itself had been denied inclusion in the National Register, and the area within which the building is located was not designated as a Historic District until 1982. The Third Circuit held that the provision in the funding contract requiring HUD to review the project regularly to ensure its compliance with Federal laws conferred upon HUD "continuing Federal authority" and that each exercise of this authority, constitutes a "major federal action," requiring compliance with NEPA at any stage of an ongoing federally-assisted project, even if begun prior to 1970. For basically the same reason, the court held that NHPA also applied to this project.

> Attorneys: Peter R. Steenland, Jr. (Land and Natural Resources Division) FTS (633-2748)

> > Martin Green (Land and Natural Resources Division) FTS (633-2813)

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Babbitt Ford, Inc. v. Navajo Tribe, Nos. 81-6054, 82-5002, 81-6052 (9th Cir. July 15, 1983). D.J. # 90-6-7-325.

INDIANS; TRIBE HAS CIVIL JURISDICTION TO REGULATE NON-INDIANS WHO ENTER RESERVATION TO REPOSSESS VEHICLES PURCHASED OFF THE RESERVATION.

The Ninth Circuit affirmed the district court's holding that the tribe has civil jurisdiction to regulate the conduct of non-Indians who come onto reservation land to repossess vehicles purchased off the reservation. The court thus upheld the provisions of the Navajo Tribe Code requiring the written consent to repossession of either the owner of the vehicle or the tribal Because repossession affects the health and safety of court. tribal members, this exercise of jurisdiction was proper under the principles set forth in Montana v. United States, 450 U.S. 544, 564-566 (1981). In addition, the court held that Babbitt Ford had entered the tribe's jurisdiction by conducting business with tribal members and entering the reservation to repossess the subject of that business. The court also held that the Navajo treaties of 1850 and 1868 did not divest the tribe of the power to exercise civil jurisdiction over non-Indians. Nor did the tribe's failure to adopt a Constitution under the Indian Reorganization Act bar its exercise of civil jurisdiction over non-Indians. Finally, the Ninth Circuit reversed that portion of the district court's decision which struck down the Navajo Tribal Code provision for liquidated damages in the event of noncompliance with the written consent requirement. The district court's reliance on <u>Oliphant v. Suquamish Tribe</u>, 435 U.S. 191 (1978), was held to be misplaced because this provision subjects the non-Indian to civil damages, not criminal prosecution.

Attorneys:

Jennele M. Morris (Land and Natural Resources Division) FTS (633-2767)

Dirk D. Snel (Land and Natural Resources Division) FTS (633-4400)

<u>United States v. 33.90 Acres in Bexar County, Texas</u>, 709 F.2d 1012, No. 82-1215 (5th Cir. July 22, 1983), D.J. # 33-45-1539-10.

> CONDEMNATION; ADMISSION OF EVIDENCE OF HIGHEST AND BEST USE SUSTAINED.

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The United States appealed from a district court judgment awarding a landowner more than 1.7 million dollars. The court of appeals rejected the government's argument that the district court had abused its discretion in excluding evidence of the price originally paid for the property; admitting testimony by the landowner that the highest and best use was as rail-served industrial property; and rejecting a jury instruction requested by the Government. The court found sufficient evidence supporting the award, finding "no merit in the government's contentions" (slip op. 5877).

> Attorneys: William J. Kollins (Land and Natural Resources Division) FTS (724-8434)

> > Donald F. Rosendorf (Land and Natural Resources Division) FTS (724-6775)

Dorothy Winkler v. United States; Smith v. United States; Lorch v. United States and Reid v. United States, Nos. 81-2852, 81-2850, 81-2613 and 81-1112 (7th Cir. August 16, 1983) D.J. # 90-1-10-1562.

DOUBLE ATTORNEYS' FEES ASSESSED.

The court of appeals affirmed the district court judgments dismissing challenges to the authority of the United States to condemn property for a lock and dam project along the Ohio River. While the Government asked for attorneys' fees and costs to be assessed against counsel in only one appeal, the court <u>sua</u> <u>sponte</u> assessed double costs and fees against appellants' counsel in all four appeals.

> Attorneys: Maria A. Iizuka (Land and Natural Resources Division) FTS (633-2753)

> > Dirk D. Snel (Land and Natural Resources Division) FTS (6733-4400)

<u>Save Our Wetlands, Inc. ("SOWL")</u> v. <u>Sands</u>, Nos. 81-3304, 81-3556 (5th Cir. August 8, 1983) D.J. # 90-1-4-2162.

> CORPS' DETERMINATION THAT NO SECTION 404 PERMIT WAS REQUIRED SUSTAINED.

The Corps granted Louisiana Power & Light Co. (LP&L) a R&HA Section 10 permit for placement of power transmission

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lines across three navigable waterways. The power line corridor also crossed 214 acres of wooded wetland, and 244 acres of nonwooded wetland subject to the Corps' jurisdiction under CWA Section 404. The wooded wetland had to be cleared of tall vegetation, and the vegetation was to be kept low with EPAapproved herbicides. The Corps determined that no Section 404 permit was required.

SOWL sued to block LP&L's project, contending that: (1) the Corps determination not to prepare an EIS was not made in accordance with its regulations, primarily because the Corps had made use of an environmental assessment (EA) prepared for LP&L by a private contractor; (2) the Corps had not made, nor had adequate information on which to make, the special determinations necessary (33 C.F.R. 320.4(b)(4)) before a project damaging to wetlands could be permitted; and (3) LP&L's clearing of the wooded wetlands (and windrowing of the resulting debris for natural decomposition) constituted a "discharge of dredged or fill material" requiring a Section 404 permit. On the last issue, SOWL relied on <u>Avoyelles Sportsmen' League</u> v. <u>Alexander</u>, 473 F. Supp. 525 (W.D. La. 1979) (5th Cir. appeals pending).

The district court denied preliminary injunction, and later dismissed SOWL's action pursuant to Fed. R. Civ. P. 41(b) after SOWL rested its case at trial. The court of appeals affirmed, applying the "reasonableness" standard, the court upheld the determination not to prepare an EIS.

Similarly, the court of appeals sustained the adequacy of the Corps' record and findings in permitting the particular corridor sought by LP&L, and rejecting alternate routes with less wetlands impact.

Finally, the court of appeals held that the Corps' decision not to require a Section 404 permit was "neither arbitrary nor capricious."

Attorneys: Martin W. Matzen (Land and Natural Resources Division) FTS (633-4426)

> Edward J. Shawaker (Land and Natural Resources Division) FTS (724-5993)

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Federal Rules of Evidence

Rule 803(8). Hearsay Execeptions; Availability of Declarant Immaterial. Public records and reports.

Defendant appealed his conviction for narcotics violations on the ground, <u>inter alia</u>, that the court erred in admitting into evidence a graph depicting the average retail price and purity of illegal cocaine based on prior DEA purchases and seizures. Defendant claimed the graph did not come within the public records and reports exception to the hearsay rule as set forth in Rule 803(8) since the statistical data was based on the observations of police officers and other law enforcement officials.

The court of appeals rejected defendant's claim and held that the graph had been properly admitted as a "record, report or data compilation" within the meaning of Rule 803(8). Although the ultimate source of the data was the reports of DEA agents in the field, the conversion of the information into statisical form did not affect its admissibility. Further, since the information was collected for nonlitigative purposes and its accuracy necessary for the efficient performance of the DEA's regulatory duties, the court found it to be inherently reliable.

(Affirmed.)

United States v. Robert Hardin, 710 F.2d 1231 (7th Cir. July 22, 1983).

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Rhode Island	Daniel F. Lopez-Romo
South Carolina	Lincoln C. Almond
South Dakota	Henry Dargan McMaster
	Philip N. Hogen
Tennessee, E Tennessee, M	John W. Gill, Jr.
Tennessee, M	Joe B. Brown
Tennessee, W	W. Hickman Ewing, Jr.
Texas, N	James A. Rolfe
Texas, S	Daniel K. Hedges
Texas, E	Robert J. Wortham
Texas, W	Edward C. Prado
Utah	Brent D. Ward
Vermont	George W. F. Cook
Virgin Islands	James W. Diehm
Virginia, E	Elsie L. Munsell
Virginia, W	John P. Alderman
Washington, E	John E. Lamp
Washington, W	Gene S. Anderson
West Virginia, N	William A. Kolibash
West Virginia, S	David A. Faber
Wisconsin, E	Joseph P. Stadtmueller
Wisconsin, W	John R. Byrnes
Wyoming	Richard A. Stacy
North Mariana Islands	David T. Wood