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Swain v. Pressley

Lewis F. Powell Jr.

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Whether a & convected in a Dest. of Col, court may seek H/Cooper veliet in an art. III DC. 23 A.C. Code 5/10(1) seems to say "no". But CADC, to avoid Court issues, interpretated interpreted of 11dg) - contrary to its language - an aclosing H/C Preliminary Memo

56 arguer that February 20, 1976 Conference

No. 75-811

SUPERIOR COURT OF THE DISTRICT OF COLUMBIA

in not extending H/C from one Fed Timely

court to another Fed Ct.

v.

PALMORE

SWAIN [Superintendent]

Cert to CA D.C.

(Tamm + 6;

Robb, dissenting)

PRESSLEY

Federal/Civil (habeas)

 SUMMARY: The question in this case is whether . 23 D.C. Code § 110(g) precludes review by habeas corpus of

a local District of Columbia criminal conviction in any

Discuss with a view to Grant. I think the memo writer is correct in saying the real secision here is how this court should proceed, not whether cert should be granted. (Article III court and, if so, whether 23 D.C. Code § 110(g) is constitutional.

2. FACTS: The government seeks review, in a single petition, of two cases. Each respondent filed a petition for a writ of habeas corpus in the Federal District Court for the District of Columbia, seeking to review his criminal conviction in local District of Columbia courts for violation of the District of Columbia code. Each raised constitutional issues -- Palmore a Fourth Amendment claim and Pressley an effective assistance of counsel claim. Each claim had -- according to the D.C. Circuit Court of Appeals -- previously been fully litigated and decided by the local D.C. Superior Court. The government moved to dismiss the petitions on the ground that jurisdiction to consider the claims was removed by 23 D.C. Code § 110(g). It provides:

"An application for a writ of habeas corpus in behalf of a prisoner who is authorized to apply for relief by motion pursuant to this section shall not be entertained by the Superior Court or by any Federal or State court if it appears that the applicant has failed to make a motion for relief under this section or that the Superior Court has denied him relief, unless it also appears that the remedy by motion is inadequate or ineffective to test the legality of his detention." (captages added)

In each case the District Court granted the motion to dismiss.

The Court of Appeals, en banc, reversed over one dissent.

That court held that § 110(g) was simply an exhaustion statute, requiring that a prisoner not present a claim by way of habeas corpus until he had first presented the claim to the local District of Columbia courts. In so holding, the D.C. Circuit Court of Appeals simply read out of the statute the words "or that the Superior Court has denied him relief." It did so because it thought that otherwise serious constitutional questions would be raised under the no suspension of the writ of habeas corpus clause and the equal protection (due process) clause. The problems seemed to be that the Suspension Clause can plausibly be construed to prevent Congress from denying access to an Article III court in which to collaterally attack a criminal conviction; and that the equal protection clause might, in any event, prevent Congress from providing access to an Article III court to every convicted prisoner in the country, except those convicted in the local District of Columbia courts. The court was not really able to find anything in the congressional purpose to support its result, except that it could not believe Congress would deliberately create such serious constitutional problems. It concluded, therefore, that the statute was designed to make the situation in the District of Columbia parallel the situation in the states -- availability of Article III habeas corpus subject to an exhaustion requirement.

means what it says. The statute tracks almost word for word 28 U.S.C. § 2255 -- which provides for collateral relief only before the same court before which the original trial took place. The SG says that the D.C. Circuit's holding is for all intents and purposes a constitutional holding masquerading as statutory construction. The SG says that the D.C. Circuit's "statutory" holding is wrong and should be reversed. I am not entirely clear whether the SG wants us to remand for a "constitutional" decision or whether he wants us to decide the constitutional question. As I read his petition, it is the latter which he wants.

The SG does not discuss the merits of the constitutional issue in the petition. He just says it is an important question. Presumably he agrees with Judge Robb who dissented below -- reaching the constitutional issue. He said that the writ of habeas corpus is not suspended by this statute -- it simply is made available only in courts manned by judges without life tenure. There is no equal protection problem. Collateral relief is available only in the court system in which the original conviction was obtained -- except where the original conviction was in state court or courts martial. Congress could rationally conclude that in those instances the original court system was more suspect than are the local District of Columbia courts, which are created and supervised by the federal government.

yer

DISCUSSION: It seems to me that the SG is right on the statutory construction issue. I would think that the judgment below is wrong enough on that issue so that cert should be granted. If it is, I would also guess that the constitutional issue would not be reached; but that the case would be remanded for a decision on that issue -- foregone though the conclusion on that issue may be. Possibly, however, this Court might agree with the SG that the District of Columbia Circuit has in effect decided the constitutional issue and cert could be granted to resolve it here. The suspension clause issue seems hard to me. Court has always avoided it in the past. Sanders v. United States, 373 U.S. 1. See The Japanese Immigrant Case, 189 U.S. 86, 23 S.Ct. 611, 47 L.Ed. 721 (1903); United States v. Jung Ah Lung, 124 U.S. 621, 8 S.Ct. 663, 31 L.Ed. 591 (1888). See also Chin Yow v. United States, 208 U.S. 8, 28 S.Ct. 201, 52 L.Ed. 369 (1908). The "equal protection" argument made by resps seems weak.

There are responses.

2/4/76

Nields

Opinion attached to Petition

ME

Conference 2-20-76

Court CA - D.C.	Voted on, 19	
Argued, 19	Assigned, 19	No. 75-81
Submitted, 19	Announced, 19	

SUPERIOR COURT OF THE DISTRICT OF COLUMBIA, ET AL., Petitioners

vs.

ROOSEVELT F. PALMORE, ET AL.

12/5/75 Cert. filed.	
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DENY

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October 8, 1976 Conference List 1, Sheet 4

No. 75-811

v.

Motion to Vacate and Remand

SUPERIOR COURT OF DIST. OF COLUMBIA

Letter from Palmore conviced of Oct 13 records see objection to 562 mostin.

PALMORE (4th lemend issue decided in Palmonis favor by art III cts. on H/C & may be conhalled by

SUMMARY: On February 23, the Court granted cert to CADC to review two separate en banc judgments presenting the single question whether 23 D.C. Code §110(g) renders federal habeas relief unavailable to persons incarcerated pursuant to convictions in D.C. Sup. Ct. and, if so, whether §110(g) is constitutional. This is the SG's motion to vacate and remand in light of No. 74-1055,

Stone v. Powell, as to the judgment in Palmore only. (In the companion case,

Swain v. Pressley, resp prisoner sought collateral relief in USDC (D.C.) on

Sixth Amendment grounds; resp Palmore's habeas petn presented a Fourth

Amendment claim.)

Dang. I de will agree will and wow on and your and your and your

CONTENTIONS OF THE SG: The SG points out that Palmore's search and seizure claim was considered and rejected by the trial court and on appeal to DCCA. [This Court granted plenary review to consider Palmore's contention that he was entitled to be tried by an Art. III judge on the charge of committing a felony in violation of the D. C. Code. The Court affirmed, Palmore v. United States, 411 U.S. 389 (1973); in fn. 6 at 397, the Court expressly noted its "denial of the writ (of cert) with respect to (Palmore's) Fourth Amendment claim."] In the federal habeas action, the DC dismissed on jurisdictional grounds, but the CA reversed and remanded for a determination on the merits.

The SG, noting the above history and implicitly treating Palmore as a "state prisoner," argues that, in light of Stone v. Powell, Palmore would not be entitled to the relief he seeks below regardless of the determination of this Court on the jurisdictional question before it. The SG suggests that the Court remand Palmore to CADC for consideration of the disposition of Palmore's habeas petn in light of Stone.

DISCUSSION: Assuming that Stone v. Powell is applicable to federal habeas proceedings initiated prior to the date of decision, that case does not operate as a jurisdictional bar to relief. Presumably, if the Court affirms in the instant case, Palmore would have the opportunity in DC to refute the claim that his Fourth Amendment contention was fully and fairly reviewed on direct appeal or to make whatever argument available to him to except his case from the Stone holding. The practical question presented by Palmore's cert petn is whether or not he will get his day in federal court not whether he will prevail here.

There is no response.

9/28/76

Goltz

Court	Voted on	, 19
Argued, 19.	Assigned	, 19 No. 75-811
Submitted, 19.	Announced	, 19

SUPERIOR COURT OF DIST. OF COLUMBIA

VS.

PALMORE

Motion to vacate and remand.



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Lugar Supreme Court of the United States Mashington, **D**. **Q**. 20543 CHAMBERS OF JUSTICE HARRY A. BLACKMUN October 12, 1967 MEMORANDUM TO THE CONFERENCE After a conversation with Mr. Rodak, I asked that No. 15-811 Superior Court v. Palmore, be relisted for this Friday's conference. Nas There is have ich

GEORGETOWN UNIVERSITY LAW CENTER WASHINGTON, D. C. 20001 October 13, 1976 FICE OF THE ASSOCIATE DEAN Michael Rodak, Jr., Esquire Clerk Supreme Court of the United States Washington, D.C. 20543 Re: Superior Court of the District of Columbia v. Roosevelt F. Palmore, No. 75-811. Dear Mr. Rodak: Enclosed is the formal letter outlining our position with regard to the pending motion to vacate and remand in Superior Court v. Palmore, No. 75-811. While I did not think it was appropriate to include a further fact in a formal statement of position, I wanted you to know that I was confined in bed with hepatitis during almost the entire month of September. For that reason, I was unable to file a formal response to the Government's motion in a timely fashion. I sincerely regret any inconvenience to you or to the Court which the absence of such a response may have caused. With appreciation for your consideration and courtesy, I am, Frank F. Flegal () Enclosure: As stated above. FFF/11

GEORGETOWN UNIVERSITY LAW CENTER WASHINGTON. D. C. 20001

OFFICE OF THE ASSOCIATE DEAN

October 13, 1976

Michael Rodak, Jr., Esquire Clerk Supreme Court of the United States Washington, D.C. 20543

Re: Superior Court of the District of Columbia v. Roosevelt F. Palmore, No. 75-811.

Dear Mr. Rodak:

Confirming our earlier telephone conversations, this is to advise you that respondent ("Palmore") will not oppose the pending motion filed by the Solicitor General to vacate the judgment and remand this case to the United States Court of Appeals for further consideration in light of Stone v. Powell, ___U.S.___ (1976).

Palmore's application for a writ of habeas corpus alleged violations of Fourth Amendment rights and necessarily brought into consideration the availability of the post-conviction writ in such circumstances. The judgment of the Court of Appeals directs the district judge to decide the merits of Palmore's Fourth Amendment claims. In view of this Court's holding in Kaufman v. United States, 394 U.S. 217 (1969), neither of the parties seriously briefed or argued before the Court of Appeals the issue of whether the post-conviction writ will lie in the circumstances of Palmore's case, and that court relied solely on Kaufman when it directed the District Court to proceed to a determination of the Fourth Amendment issues involved. After this Court had granted the petition for writ of certiorari in this case, it handed down its decision in Stone v. Powell and further explicated the principles announced in Kaufman and which govern disposition of post-conviction claims for relief involving Fourth Amendment claims. In these circumstances, and after consultation with members of the Solicitor General's staff, we advised the Government and your office that Palmore would not oppose the pending motion to vacate and remand for further consideration. We did so in the belief that it was altogether

Michael Rodak, Jr., Esquire - 2 -October 13, 1976 appropriate to afford the United States Court of Appeals an opportunity to consider in the first instance a potentially dispositive issue which it had not considered seriously debatable when the appeal was decided prior to issuance of this Court's Stone decision. Respectfully, Attorney for Respondent cc: The Solicitor General FFF/11

Court	Voted on, 19	
Argued, 19	Assigned, 19	No. 75-811
Submitted, 19	Announced, 19	

SUPERIOR COURT OF DIST. OF COLUMBIA

VS.

PALMORE

Relisted for Mr. Justice Blackmun - Motion to vacate and remand

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Court	Voted	on,	19		
Argued, 19	9 Assign	ed,	19	No.	75-811
Submitted, 19	9 Annou	enced,	19		

SUPERIOR COURT OF DIST. OF COLUMBIA

VS.

PALMORE

RELIST	for	Justice	Blackmun	-	Motion	to	vacate	and	remand.
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JURISDICTIONAL CERT. MERITS HOLD MOTION STATEMENT ABSENT NOT VOTING FOR G D POST DIS G AFF REV AFF D Stevens, J..... Rehnquist, J..... Powell, J..... Blackmun, J..... Marshall, J..... White, J..... Stewart, J..... Brennan, J..... Burger, Ch. J.....

BOBTAIL BENCH MEMO

To: Justice Powell Date: 12/10/76

From: Tyler Baker

Re: Swain v. Pressley, No 75-811

Supporte veversal, as unjed by 5.6.

Both because the briefs in this case are quite good and because statutory construction arguments are difficult to compress, this memo will lay out the basic framework of the two arguments, XXXX augmenting that framework with appropriate citations to the briefs and my reactions.

At this stage in the litigation this case XXX presents a problem of statutory construction; the constitution issue concerning the Suspension Clause is present only to the extent that it informs the approach to the statutory construction. At issue XX is 23 D.C. Code 110(g), which provides as follows:

"An application for a writ of habeas corpus in behalf of a prisoner who is authorized to apply for relief by motion pursuant to this section shall not be entertained by the Superior Court or by any Federal or State court if it appears that the applicant has failed to make a motion for relief under this section or that the Superior Court has denied him relief, unless it also appears that the remedy by motion is XX inadequate or ineffective to test the legality of his detention." (Emphasis XXX added.)

Despite the apparently unambiguous meaning of the words, the SG does not argue that reference to legislative history is incorrect. He does argue that CADC NNN asked the wrong questions in conducting the examination of the legislative history. The SG argues that NN CADC was incorrect to read the second phrase of \$110(g) out of the statute because of silence or NNN ambiguity in the legislative history. SG's

Brief, at 29. The SG contends that the appropriate approach in XXXX this case is as follows:

"[The Court should not ask] whether the pertinent extrinsic materials demonstrate that 'Congress clearly intended' (Pet. App. 27a) the full jurisdictional consequences of Section 110(g), but rather whether the legislative history is so manifestly inconsistent WXX with the legislation itself as to warrant the extraordinary conclusion that XXX giving effect to the second clause of that section would negate rather XXX than promote the Congressional will." SG's Brief, at 30.

with

The SG recognizes that it is appropriate to construe legislation so as to avoid constitution questions, but argues that the construction used to avoid the problem must be "fairly possible." SG's Brief at 31.

The SG finds XX in the legislative history no inconsistency XXXXXXX his suggested reading of the statute. The disputed section is part of a general 1970 reform of the XK D.C. court system designed to increase the efficiency of the system. There was XXXXX a total transfer of to the new local courts, local jurisdiction, and the role of §110 is to insulate the Article III courts from collateral involvement in such local criminal litigation in duplication of the collateral proceedings in the Superior Court. Although Congress did analogize the new D.C. courts to the state systems, the analogy is not perfect. The local judges, while lacking Article for 15 year terms. III status, are nominated by the President and confirmed by the Senate The SG draws support from the fact that §110 is patterned on 28 U.S.C. Section 2255 is clearly not only an exhaustion of remedies provision; rather, it provides XXX a complete, self-contained substitute for habeas corpus. The SG MEKE asks why Congress would use §2255 as a model for a law which, if resps are correct, was intended to have such a different effect from §2255. The SG also points out, preat effect, that §2255 XXXXXX requires that persons convicted by Article I

make their collateral challenges by motion XX territorial courts to those courts. XXXXX Although that problem has not apparently been litigated on a constitutional basis, it raises the same question as XXXXXX raised here. fact that Congress presumed it constitutional because of the previous similar treatment of territorial courts. XKK SG's Brief, at 48 and The XX SG XXXXXXXXXX also points out XXX that under the CADC interpretation, habeas petitions may be filed in the NXXXXXX districts in which persons convicted in the D.C. courts are confined. the purposes of §2255 was to channel THE KNAXKKXXXX through the courts of conviction, and the same point applies here.. Finally, the SG distinguishes those cases relied upon by resps where the KMMXXX Court interpreted statutes so as to avoid the question of the Suspension Clause. The cases either involved a greater infringement on MX habeas corpus or XXXXXXXX less explicit statutory provisions. See SG's Brief, at 49-52.

KKK underlying constitutional XX question. He with Judge Robb's dissent in essence, arguing that the problem here is answered in by Palmore v. United States, 411 U.S. 389, in which the Court held that there was no problem in being convicted in the NX District by a non-Article III judge. Assuming that the fact that non-Article III judges would hear the §110 motions, and assuming that the lack of protection of such judges' tenure and salary results in a diminution of the right of MX habeas corpus, the SG argues that there is still no "suspension." SG's XXXX Brief, at 59. Using history, the SG argues that there would be no constitutional problem if habeas corpus were pared back to its original, jurisdictional He notes that this caseXX does not involve that problem because the scope of issues that can be raised WWW under §110 covers all of present-day habeas corpus.

The equal protection argument is XXX answered by the assertion that there is not XXX right to litigate in XXX any particular tribunal.

Resps XX rely on the arguments used by CADC. They would read §110(g) as nothing more than an exhaustion provision. Under their theory the purpose of the XXXXX statuteXX was to codify a previously vague, common law XXXXXXX power of collateral review. Responding to the SG's argument, resps admit that improving efficiency was a motivating factor in the 1970 reform, but NXXVM argue that there attack as being part of the problem of backlog. Resps' Brief, at 18 n. 15. Resps point to the limited legislative history in which the only point that is clearly made is a reference to MX the previously unsettled. INNEXEENE inherent MX power of review. They rely on the absence of statements recognizing the effect of the statute that is now advanced by the SG, putting XXXXX this absence of reaction in comparision to strong reactions to other provisions contemplating a cut-back in habeas corpus. Resps Brief, at 23 n.21. Resps rely heavily on the analogy to the XXXX relationship that exists between federal and state courts, drawing on the analogy to those systems in the discussions of the 1970 reform of the District court system. From the pattern of the statute as a whole, they see an intent by KNAMAN Congress to emulate that relationship for the District. XXX In this same vein, they argue that there were no amendments here to the basic XX jurisdictional provisions of Title 28. Resps answer the argument about habeas petitions being brought in districts in which D.C. prisoners are confined, by referring to an understanding that such cases will be XXXX transferred XX back to the D.C. for action.

Resps spend considerably XX less XXXXXXXX energy on the underlying constitutional XXXX question; for purposes of interpretation of the

SEX justify an interpretation XX which XXXXX eliminates the need to address the question. Resps argue that the Article III protections are important enough XX to justify a conclusion that this statute would amount to a suspension. They argue, without much force, that the local D.C. judges are XXXXX likely to be more responsive to the parochial concerns of their locality. Resps' XXXX Brief, at 49. Resps do not have much of an answer to the SG's point about this same problem existing for §2255 and territorial courts. They state that the Suspension Clause applies to current XXXXXX unincorporated XX territories only by legislative grace, so the full force of the problem cannot arise. Resps' Brief, at 54 n. 53

Discussion:

Resps have INNEXITY identified some problems. I certainly would have expected more discussion of the effect claimed by the SG than there is. There is a KNEENEX traditionEX of avoiding interpretations that require addressing the Suspension Clause. But, the statutory language here is plain. At most the INNEX legislative history fails to EXECUTE the language of the statute. I do not see any inconsistency, and the fact that §2255 does seem to have this same effect for territorial courts is important. Despite the fact that 8 good judges reached the result, I do not think that this legislative history is nearly strong enough to justify INNEX ignoring the language of the statute.

I do not think that the Court should decide the constitutional question. I would remand so that the Court will have a good, full consideration below MNWX on which to draw. I tend, however, to agree with XNXXXXXX Judge Robb that the first Palmore is at least very

of the result here. The MXX District of Columbia is sui generis
in many respects. I do not see that difference in the Article III
protections in this context XX sufficient to justify the conclusion
thatXXX habeas has been suspended by this statute.

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plane language (similar to that of \$2255)
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Book (5 G) - His last argument as 5G (? Nuch he has been a free 5G). § 1106) in so clear on its face we demywa justis that could use con't be avoided.

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Responding to I white, Forter says that one convicted in Superior does not have to the seek collateral relief in that Court before going to art IT court on H/C.

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apply literal language of \$ 110(9) - agree with S.G.

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Brennan, J. afferme & Right of fed. H/c for fed. primer year to back to 1789. § 110 (g) should not be construed to with the primere to seek H/c wan art III Court. Stewart, J. Revenu

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Stevens, J. Revene

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Powell, J. Revenue

See my notes

Rehnquist, J. Revere

Supreme Court of the United States Washington, D. C. 20543

CHAMBERS OF THE CHIEF JUSTICE

March 8, 1977

Re: 75-811 - Swain v. Pressley

MEMORANDUM TO THE CONFERENCE:

Enclosed is concurring opinion in the above.

I may refine it somewhat.

Regards,



Supreme Court of the Anited States Washington, D. C. 20543

CHAMBERS OF JUSTICE POTTER STEWART

March 8, 1977

75-811, Swain v. Pressley

Dear John,

I am glad to join your opinion for the Court in this case.

Sincerely yours,

P.S.

Mr. Justice Stevens

Copies to the Conference

Supreme Court of the Anited States Washington, D. C. 20543

CHAMBERS OF JUSTICE WM. J. BRENNAN, JR.

March 11, 1977

RE: No. 75-811 Swain v. Pressley

Dear John:

Please join me.

Sincerely,

Mr. Justice Stevens

Supreme Court of the United States Washington, D. C. 20543

CHAMBERS OF
JUSTICE WILLIAM H. REHNQUIST

March 11, 1977

Re: No. 75-811 - Swain v. Pressley

Dear Chief:

Please join me in your concurring opinion.

Sincerely,

The Chief Justice

Copies to the Conference

Supreme Court of the Anited States Washington, D. C. 20543

CHAMBERS OF JUSTICE BYRON R. WHITE

March 11, 1977

Re: No. 75-811 - Swain v. Pressley

Dear John:

Please join me.

Sincerely,

Mr. Justice Stevens

Copies to Conference

Supreme Court of the Anited States Washington, B. C. 20543

CHAMBERS OF JUSTICE HARRY A. BLACKMUN

March 16, 1977

/

Re: No. 75-811 - Swain v. Pressley

Dear Chief:

Please join me in the recirculation today of your opinion concurring in part and concurring in the judgment.

Sincerely, J. a. B.

The Chief Justice

March 16, 1977

No. 75-811 Swain v. Pressley

Dear John:

Please join me in your opinion for the Court.

In view of the Chief's concurring opinion, I think I will add something along the following lines:

"I concur in the opinion of the Court. In view, however, of the concurrence filed today by the Chief Justice, I write merely to make clear that I do not read Part II of the Court's opinion as being incompatible with the views I have expressed previously with respect to the nature and scope of habeas corpus. Sckneckloth v. Bustamonte, 412 U.S. 218, 250 (Powell, J., concurring)."

Sincerely,

Mr. Justice Stevens

lfp/ss

Supreme Court of the United States Washington, P. C. 20543



CHAMBERS OF
JUSTICE THURGOOD MARSHALL

March 16, 1977

Re: No. 75-811, Swain v. Pressley

Dear John:

Please join me.

Sincerely,

T. M.

Mr. Justice Stevens

To: The Chief Justice
Mr. Justice Brennan
Mr. Justice Stewart
Mr. Justice White
Mr. Justice Marshall
Mr. Justice Blackmun
Mr. Justice Stevens

From: Mr. Justice Powell

Circulated: MAR 18 1977

1st DRAFT

Recirculated:

SUPREME COURT OF THE UNITED STATES

No. 75-811

C. L. Swain, Superintendent, Lorton Reformatory, Petitioner,

Jasper C. Pressley.

On Writ of Certiorari to the United States Court of Appeals for the District of Columbia Circuit.

[March -, 1977]

Mr. Justice Powell, concurring.

I concur in the opinion of the Court. In view, however, of the concurrence filed today by The Chief Justice, I write merely to make clear that I do not read Part II of the Court's opinion as being incompatible with the views I have expressed previously with respect to the nature and scope of habeas corpus. Schneckloth v. Bustamonte, 412 U. S. 218, 250 (1973) (Powell, J., concurring).

THE C. J.	W. J. B.	P. S.	B. R. W.	Т. М.	Н. А. В.	L. F. P.	W. H. R.	J. P. S.
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