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September 14, 1977

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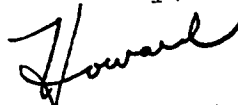
Dear Eddie:

As you will see from the correspondence that accumulated during your absence, we have some serious problems with respect to approval and implementation of the Covenant. Enclosed is Herman Marcuse's draft legislation to establish a district court for the Northern Mariana Islands.

As you will note, Herman's proposal is in the form of an amendment to the Covenant. I am inclined to be strongly opposed to any such amendment of the Covenant, which strikes me as both unnecessary and politically undesirable. It seems to me that the district court can be established by separate legislation that implements § 401 of the Covenant without any amendment to that document. I would like to know your views and discuss with you what approach to take with the Executive Branch agencies and on the Hill.

Best personal regards.

Sincerely,



Howard P. Willens

Enclosure

bc: Mr. Koffsky