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UNITED NATIONS HEADQUARTERS EXPANSION

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HEARING

BEFORE THE

COMMITTEE ON FOREIGN RELATIONS

UNITED STATES SENATE

NINETY-FIRST CONGRESS

SECOND SESSION

ON

S.J. Res. 173

A BILL AUTHORIZING A \$20 MILLION GRANT TO DEFRAY A
PORTION OF THE COST OF EXPANDING THE UNITED NATIONS
HEADQUARTERS IN NEW YORK

MARCH 9, 1970

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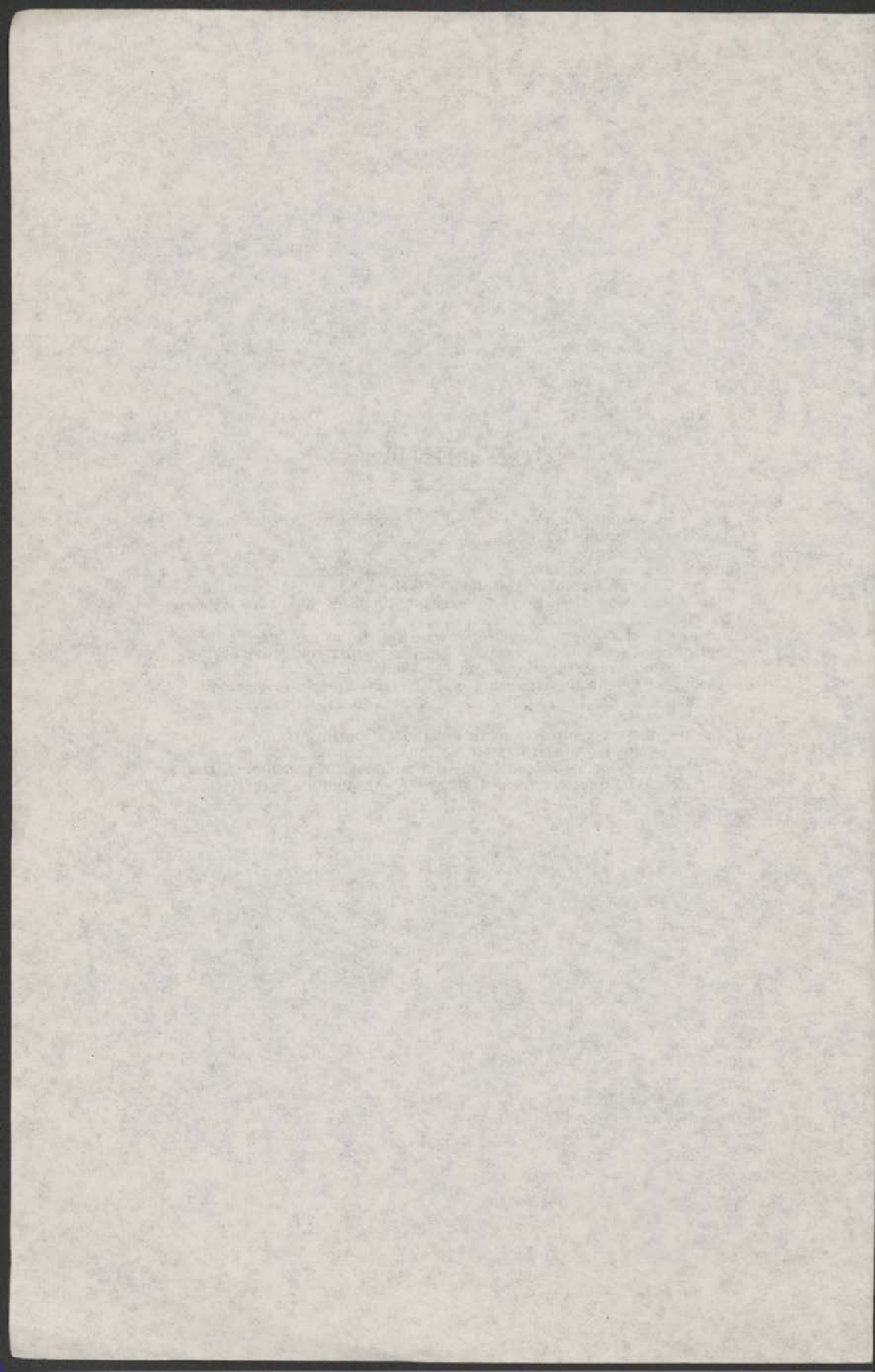
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(II)

CONTENTS

Statement by:	
Yost, Ambassador Charles W., U.S. permanent representative to the United Nations.....	Page 1
Insertions for the record:	
Budget, International Court of Justice.....	13
Vote on General Assembly Resolution 2618 (XXIV): New construction and major alterations to existing premises at U.N. Headquarters.....	23
Summary as of January 1, 1970—Collections and arrearages for 1969 and prior years of U.N. accounts for the regular budget, working capital fund, emergency force and the Congo.....	23
Summary of debate on expansion of U.N. Headquarters accommodations.....	26
Appendixes:	
I. Letter and enclosures from Ambassador Charles W. Yost, U.S. representative to the United Nations.....	32
II. Letter and enclosed report on the proposed expansion of the U.N. Headquarters from Harrison & Abramovitz, architects.....	37



UNITED NATIONS HEADQUARTERS EXPANSION

MONDAY, MARCH 9, 1970

UNITED STATES SENATE,
COMMITTEE ON FOREIGN RELATIONS,
Washington, D.C.

The committee met, pursuant to notice, at 10:03 a.m., in room 4221, New Senate Office Building, the Honorable J. W. Fulbright (Chairman) presiding.

Present: Senators Fulbright, Sparkman, Symington, Pell, McGee, Aiken, Case, and Javits.

The CHAIRMAN. The committee will come to order. The committee is meeting this morning to receive testimony on Senate Joint Resolution 173, authorizing a \$20 million grant to defray a portion of the cost of expanding the United Nations Headquarters in New York and on the Convention on the Privileges and Immunities of the United Nations.

Our first witness this morning is Ambassador Charles W. Yost, the U.S. Permanent Representative to the U.N.

Mr. Ambassador, we are very pleased to have you. I believe you have a prepared statement, have you not?

Ambassador Yost. Yes, I do, Senator.

The CHAIRMAN. Will you come forward, please? Will you proceed sir?

STATEMENT OF AMBASSADOR CHARLES W. YOST, U.S. PERMANENT REPRESENTATIVE TO THE UNITED NATIONS

Ambassador Yost. Mr. Chairman, at the direction of the President, the Secretary of State has submitted for consideration by the Congress a joint resolution to authorize an appropriation of not more than \$20 million to defray a portion of the cost of expanding the headquarters of the United Nations in New York. This grant is the key ingredient to putting together a financial package which will permit the United Nations to construct an additional building and related facilities in New York to relieve the acute space shortage which currently exists.

ESTABLISHMENT OF UNITED NATIONS HEADQUARTERS

As this committee will well remember, the United Nations in its first years decided to establish its headquarters in New York. The joint resolution of the Senate and the House of Representatives—which authorized an interest free loan of \$65 million in 1948 for construction of the permanent headquarters (of which \$40 million

has been repaid)—included the following preambular statements by way of justification:

* * * the present temporary headquarters of the United Nations are inadequate for the efficient functioning of the Organization and retention of its headquarters in the United States can be assured only by the erection of adequate permanent facilities;

And further:

* * * the permanent establishment of the headquarters of the United Nations in this country will result directly and indirectly in substantial economic benefits to the United States from the expenditures of the Organization and its member nations;

The United Nations began moving into its new buildings on the East River in 1951 and first convened the General Assembly there in 1952. Those buildings, since the day of their completion, have served as the principal center for the U.N.'s debates and decisions, its programs and operations—and as a symbol for all the world of the hope and inspiration of the United Nations. Their presence on American soil has reflected not only our national commitments to the aims of the charter but our country's unique role and influence in the affairs of the U.N. and the world community. The buildings themselves have borne the test of time very well.

UNITED NATIONS HAS OUTGROWN PHYSICAL ACCOMMODATIONS

Now, 20 years later, the physical accommodations for the U.N. have been completely outgrown. At that time, the membership of the United Nations stood at 59. Today the membership is 126. At that time, the Organization had a total Secretariat staff of 4,100; the present staff is double that number. The office space at the U.N. Secretariat has been seriously inadequate for years. The result is overcrowding within the headquarter's building and, long since, the transfer of many offices into rented space elsewhere in New York, including the entire United Nations development program and the United Nations Children's Fund, and important elements of the United Nations Secretariat *per se* from the Departments of Public Information, Conference Services, and Economic and Social Affairs. In addition, facilities are inadequate for document reproduction, distribution and storage, for language training, for conference support and for messing and parking for both staff and delegates. All this has unfavorably affected the efficiency and effectiveness of the United Nations.

To this loss of efficiency must be added the cost to the U.N. of outside rentals in New York. These will come to about \$2 million in 1970, are rising rapidly, and can be expected to continue to increase in future years unless the projected expansion is carried out.

PROPOSED CONSTRUCTION

What is to be built? During the 1968 General Assembly, the Secretary General was authorized to prepare detailed plans and specifications to give the 1969 Assembly a reliable basis on which to determine whether new construction and major alterations to existing premises should take place at headquarters. The study was to take into account projected space requirements in New York "considered

in the overall context of the development of the United Nations during the next 20 years and the disposition of staff during this period in relation to available and potential accommodations in New York, Geneva, or at U.N. offices in other localities." The Secretary General employed the architectural firm of Harrison & Abramovitz—architects of the original U.N. Building—to develop these detailed plans and specifications. Last fall, the Secretary General proposed, and the General Assembly approved, an architectural and engineering package for further construction in New York, subject to working out acceptable financial arrangements. The plan provides for:

First, construction of an eight-story building on land owned by New York City immediately to the south of the present U.N. grounds between 41st and 42d Streets, and the extension of that building over the Franklin Delano Roosevelt Drive and park area;

Second, extension of the south end of the present Conference Building at its first basement and first floor levels, in what is presently the South Garden, to the property line at 42d Street;

Third, extension of the same south end of the present Conference Building by an additional 20 feet on the second, third, and fourth floor levels;

Fourth, construction of a covered connecting bridge between the present, but extended, building over 42d Street to the new building, which will provide two floors of working as well as transit space;

Fifth, replacement of the area on which the new building is to be built, which area currently serves as a New York City playground surrounding the Tri-Borough Bridge and Tunnel Authority Air Intake, with a riverside park usable by both U.N. staff and New York City residents;

Finally, extension of the north end of the present Conference Building by an additional 20 feet.

The full details of the proposal, together with sketches, are included in the architectural and engineering survey of Harrison & Abramovitz. The cost of this expansion in its various phases has been carefully estimated by a qualified general contractor, John Lowry, Inc.

This proposed new construction would serve two purposes. First, it would meet the need for office space at headquarters until 1979, perhaps longer. Second, it would greatly increase the utility of the Conference Building—both by improved office and conference space and by meeting the needs of delegations for dining, parking, and other facilities which are now totally inadequate. Among other things, space to permit meaningful consultations in the area of the Security Council would be provided. The plan submitted and approved is not only forward looking but integrates very well the total environment of the headquarters area. It would transform even further this part of New York City into an international center of unity and dignity in which the United States, foreign delegates, Secretariat members, and official and public visitors could indeed take satisfaction and pride.

KEEPING UNITED NATIONS HEADQUARTERS IN NEW YORK

Mr. Chairman, as members of this committee who have served on U.S. delegations to the United Nations know full well, not all member nations are satisfied with New York as the site for the United Nations.

Many of them, even though they appreciate the value of New York as a unique cultural and communications center, find it a more and more difficult place in which to conduct the United Nations business. They cite the spiraling cost of living, conditions of crime and pollution, problems of traffic congestion and parking, and extreme difficulty in locating housing and office space at reasonable rentals.

Still other delegations would like to see the United Nations decentralized throughout the world so that the benefits which flow from proximity to their regions, including payments to staff members, will be spread more evenly throughout the world. There is a good deal of support for this view even though such fragmentation of the United Nations would make it more unwieldy, less susceptible to direction from the Secretary General, and further removed from the influence of the United States, its largest contributor.

Despite all these concerns and reservations, the General Assembly voted overwhelmingly (95 to 14 with 10 abstentions) to authorize the Secretary General to proceed with this construction, provided that payments for this purpose from the United Nations regular budget do not in any circumstances exceed \$25 million. The Assembly further required the Advisory Committee on Administrative and Budgetary Questions, in its meeting in New York this coming June, to review the total financing package and make a determination for the General Assembly that the Secretary General does have satisfactory assurances that all of the funds required will be available before going forward with the award of contracts.

FINANCING OF CONSTRUCTION

The report of the Secretary General, based on the architectural and engineering plans, estimates that a cash outlay of \$80 million will be required. This is in addition to the value of the land, which will be provided without cost by the city of New York.

As its part of the \$80 million, the General Assembly has authorized the appropriation of \$25 million from the United Nations regular budget spread over a period of 10 years. It is hoped that the balance of the financing package will be made up of a \$20 million contribution from the U.S. Government; a matching contribution of \$20 million from the city of New York; and approximately \$15 million from the United Nations Development Program and the United Nations Children's Fund in the nature of "commuted rent" which they would otherwise be required to pay for space in New York over a period of years. In addition, contributions are to be sought from private sources which, to the extent that they are received, would be used to reduce the outlays above mentioned or to cover any cost increases over the total estimates which are based on last year's prices and continuing to rise at alarming rates.

One further word on cost increases. The Secretary General, based on the cost estimates of \$73.4 million as of last October and the rate at which prices have been rising, prudently estimates that the full \$80 million will be required to finish the job without other overruns or allowance for contingencies. It follows that further overruns would have to be met by private contributions, since there is unlikely to be any major relief from rising costs in New York City during the present year, in view of the huge construction backlog.

As for the U.S. Government's share of this cost, I believe strongly that the contribution of \$20 million which the President has requested in his fiscal year 1971 budget is equitable—and, as a practical matter, that it must be made if the building is to be built. It has become traditional in international organizations that the host government makes a substantial contribution to the cost of the headquarters in view of the advantages that flow from being the permanent host. For example, the Austrian Government has paid the entire cost both in land and in buildings in order to have the permanent headquarters of the International Atomic Energy Agency and the United Nations Industrial Development Organization located in Vienna.

In this situation, the U.S. Government contribution is necessary in order to trigger the whole \$80 million financial package. New York City, with the recent concurrence of its board of estimate, has agreed to match the Federal contribution after it is actually appropriated, and, in fact, to advance a limited amount to get the project started at that time. In turn, the U.N.'s contribution, and those of the United Nations Development Program and the United Nations Children's Fund, are predicated on the contributions of the U.S. Government and New York City.

THE U.S. INTEREST

For the United Nations, Mr. Chairman, as we have seen, the issue is how to make an obsolescent physical plant adequate to the Organization's needs today and in future years.

For the United States, a variety of benefits will result, and not to be ignored are the economic benefits recognized by Congress in 1948, which I quoted earlier. The city of New York, and in fact, the entire domestic economy, receives many benefits from the location of the United Nations in this country. The United Nations is a major tourist attraction with some 2 million visitors per year, which has its continuing effect in keeping our citizens interested and aware of the world community and its problems.

But the issue goes deeper, because if expansion at the permanent headquarters site in New York cannot be arranged—and the package I have been discussing is our very best effort to arrange it on an equitable basis—then the expansion will take the form of dispersal of United Nations functions to Geneva and other locations in other countries.

Such a dispersal would be administratively inefficient. But that would not be the worst result. In my view, the worst result, unavoidably, would be a diminished U.S. role in, and commitment to, the United Nations of the future. Not only would fewer Americans serve the United Nations in the Secretariat and in other ways, but our whole posture of leadership in the Organization would be bound to diminish.

When the United States was chosen as the permanent host country to the United Nations, this fact was a recognition not only of our unique standing in the world community, but also of our major role in founding the United Nations and our profound commitment to make it succeed. Inevitably, people thought of the historical comparison with the League of Nations, located in Geneva and shunned by the United States, and of the failure of that organization, lacking American support, to prevent the tragedy of World War II.

In my view, it is impossible to consider this headquarters expansion project in isolation from that larger issue. The underlying question is whether the destiny of this world organization, which every President and every Congress since 1945 has supported as being in harmony with the fundamental American interest, is to remain an important concern in U.S. foreign policy and in international life generally—or is to be gradually allowed to drift “out of sight and out of mind.”

I do not for a moment suggest that this expansion project will guarantee the future success of the United Nations, or of American policy in the United Nations. But I do strongly believe that if this project were not carried through, the outlook for success would suffer a grave material injury.

ADMINISTRATION SUPPORT FOR UNITED NATIONS

President Nixon has given many signs of his Administration's continued strong support for the United Nations. In his recent foreign policy message to Congress he concluded his discussion of the United Nations with these words:

As the United Nations begins its second quarter century, America reaffirms its strong support for the principles and promise begun at San Francisco in 1945. Our task now—as for all UN members—is to help the Organization in steady progress toward fulfillment of that promise.

The President further stated in that message:

My speech at the General Assembly underlined this country's continuing support for the Organization. My decisions to ask Congress for funds to assist the expansion of the UN's New York headquarters and to submit to the Senate the UN's Convention on Diplomatic Privileges and Immunities are examples of this support.

EARLY ACTION REQUESTED

For these reasons, it is requested that the Senate authorize a contribution by the United States of \$20 million towards the construction of these new facilities. As earlier explained, action at an early date is needed—including the actual appropriation of funds in time for the U.N.'s Advisory Committee to give its approval to begin construction at its June session. If this timetable can be met, the Secretary General believes that actual construction can be started next October or November and that the project can be completed within the presently estimated \$80 million total.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Mr. Ambassador.

DISPERSAL OF UNITED NATIONS SUBSIDIARY ORGANIZATIONS

In two or three places in your statement you say that a dispersal would be administratively inefficient. It is not quite clear to me why. Why would an agency like the United Nations Children's Fund being in New York have any particular significance? Why could it not be administered just as efficiently from Geneva? It is a noncontroversial agency. Therefore, why is it so much more efficient if it is in New York rather than in Geneva?

Ambassador Yost. Mr. Chairman, our general feeling, and I grant that this applies less to the Children's Fund—

The CHAIRMAN. I just picked it out. You mentioned it as one paying rent. There may be others that would be equally representative.

While you are here I will ask you about other agencies, but you mentioned that as one which is presently paying rent.

Ambassador YOST. Our general feeling is that the Secretary General should, with the help of his principal Under Secretaries and Assistant Secretaries, exercise a strong coordinating role over all aspects of this very diffuse and complex organization.

The CHAIRMAN. Does he really give a lot of time to the Children's Fund?

Ambassador YOST. No, he does not.

The CHAIRMAN. I would not think so. Why would he?

Ambassador YOST. But he is, Mr. Chairman, in very close touch with Harry Labrousse, who is the head of the Children's Fund.

The CHAIRMAN. Yes, no doubt he is a very good friend of his and sees him at dinner once a year, but does he really go by every year and look at the books and examine them? Be honest about it.

Ambassador YOST. No; he does not do that.

The CHAIRMAN. Of course not. It is not a controversial issue. It is not something he has to look after.

Ambassador YOST. Harry Labrousse is in the Secretary General's staff meetings every day or two and is a part of his headquarters team. Now, certainly the coordination of the Children's Fund with the rest of the U.N. operation is not as vital as the coordination of all of the economic and social aspects.

The CHAIRMAN. My idea of the Secretary General's function is primarily that he should be thinking about trying to influence these wild and irrational nations from going to war. That is his primary concern or at least it ought to be.

Ambassador YOST. Well, I think that is what he—

The CHAIRMAN. He ought not to be wasting his time on these subsidiary organizations which other people are capable of handling. He is very much needed in trying to settle, for example, the Middle East crisis or even trying to persuade the U.N. to stop the Vietnam war. That is where he ought to be devoting his attention.

Ambassador YOST. That is where he puts most of his attention.

The CHAIRMAN. I hope so.

Ambassador YOST. He does have among his senior advisers people like his Under Secretary for Economic and Social Affairs, Monsieur Philippe de Seynes, who are much concerned with coordinating the whole economic and social side of the United Nations. This is from the budgetary point of view approximately 85 percent of the whole U.N. operation. So, we feel that it is of the utmost importance, from the point of view of seeing that this is run efficiently and economically, that as much of it as is necessary be at headquarters, not so much under the direct supervision of the Secretary General as the indirect supervision of the Secretary General through his Under Secretaries.

LOCATION AND STAFFING OF UNITED NATIONS OFFICES

The CHAIRMAN. In how many cities throughout the world does the U.N. have offices?

Ambassador YOST. It has major offices in a relatively few, Senator. It has information offices in a great many. We can give you the exact figures on that.

The CHAIRMAN. You have major offices in Geneva, do you not?

Ambassador YOST. Yes.

The CHAIRMAN. What is in Geneva? How many people are in Geneva?

Ambassador YOST. The European headquarters of the U.N. is in Geneva and several of the specialized agencies, such as the World Health Organization and the International Labor Organization.

Some 2,000 employees are in Geneva as compared to about 5,000 in New York. There are in the regional economic commissions, Africa, Europe, Latin America, Far East, about 1,500; and additional employees in other offices scattered through the world.

Now, there is a strong tendency as I mentioned in my statement, by a number of countries to try to disperse more and more of the Organization.

The CHAIRMAN. I would think that is very natural. I have a report dealing with the U.N. headquarters accommodation which indicates that currently there is a serious shortage of space not only in New York but Addis Ababa, Bangkok, Geneva, and Santiago. So, the space problem is not only in New York.

BENEFITS OF UNITED NATIONS LOCATION IN NEW YORK

Ambassador YOST. There is also the other consideration, Mr. Chairman, that to the extent the headquarters and principal center of the U.N. is maintained in New York, the United States is obviously able to play much more of a part, not only through the employment of its citizens in various parts of the Organization, but our mission in New York would, of course, have greater access to the senior officials, and therefore be in much better position to operate effectively.

The CHAIRMAN. I thought New York did give a very fine reception to the President of France last week. They ought to be proud of that. Is that the effect of the U.N., do you think?

Ambassador YOST. Well, that is a special problem, Mr. Chairman.

The CHAIRMAN. Special problem.

Senator Symington?

U.S. FINANCIAL BURDENS

Senator SYMINGTON. Mr. Ambassador, when I was a delegate at the United Nations, there was a lot of talk about this new building. At that time it seemed to me that it might be wise to spread around the various interests of the United Nations.

From strictly an administrative standpoint, I can see why you would want the building in New York, but it is hard the way things are today in this country to recommend a building of this character and cost. In all cities we have unprecedented problems. We have the costs of two undeclared wars, and now, as Senator Church brings out, we have the cost of an undisclosed war. All that is added to the money needed for the problems incident to the urban and rural areas of the United States. There is also a psychological aspect resulting from everything being concentrated over here. We seem to be putting up most all the money around the world, physical protection and financial protection to other countries. It is hard to see how now would be the right time to heavily invest the taxpayers' money in such additional buildings in New York.

We have, in Korea, a truce, but also an incipient war. We have this tremendous investment of troops in Germany. We have a Vietnam war. We have this mess in Laos which the Administration, although refusing to release the testimony taken by this committee months ago, has slipped out to the press much of that testimony in recent days and weeks, but has officially acknowledged only part of the facts incident to this secret war. We have too the Middle East crisis where the U.N. has done its best, but has been ineffective in promoting peace there. I do not say that in criticism.

So, it does not seem to be the right time, regardless of merit, to ask for the money now.

Ambassador YOST. Senator, may I make a couple of comments?

Senator SYMINGTON. Yes, indeed. I have great respect for you and can fully sympathize, from the administration standpoint, why you would like to have the building.

Ambassador YOST. Senator, it is a good deal more than the administrative side of it. I am in profound sympathy with your feeling about the acute financial problems that arise from these very extensive overseas commitments. As you know, I am a very firm believer in the United Nations and in our hope and belief that the United Nations, if we give it adequate support, authority, and resources, will be able in the future, may be able in the future to do more of these things overseas in the line of peacekeeping than it has been in the past, and hence in the longer run will serve to relieve us of many of the burdens that we have tried to assume unilaterally.

INTERPRETATION OF U.S. ACTION ON EXPANSION

Now, this is, as you know, the 25th anniversary and all members are approaching this with a view to seeing what can be done to strengthen the U.N. in the future. This is in a sense a watershed.

Now, of course, this business of headquarters expansion is a relatively small part of this whole process. Nevertheless, if the United States should at this critical point show a lack of interest, even in providing what almost all delegations feel is a necessary expansion, either here or elsewhere, if the United States dissents to contributing to that and indeed to having it in the United States, this will, I fear, be interpreted, perhaps misinterpreted, as a general waning, a diminishing of interest by the United States in the organization. This on the one side.

ECONOMIC BENEFITS FROM UNITED NATIONS

Now, on the other side, purely an economic point, I realize this is a bad time in many ways but it must be remembered that one of the factors which I mentioned in my statement was that the United Nations in New York does provide employment for a considerable number of Americans. The U.N. is a very considerable economic benefit to New York with all of these delegations coming in for the General Assembly and all these various meetings. It is helpful in our balance of payments. The construction itself will be an economic benefit.

And, wholly aside from the question of administrative efficiency, and the question of a continuing U.S. influence, which is aided by having it in New York, I do think this has psychological and symbolic

value during this 25th anniversary year and it would be a pity if we gave a negative rather than a positive sign in this connection.

POSSIBLE BENEFITS OF UNITED NATIONS DISPERSAL

Senator SYMINGTON. I know there is a psychological and symbolic appeal. And I find the psychology of our putting up money has been effective over a period of years. I do think there is a great psychological advantage in spreading it around more as against concentrating it as now. In New York, my impression was that the smaller countries were, in effect, dominating the work of the U.N. and at times virile in their opposition. I would hope they would have more understanding of what the United Nations meant. Certain of the larger members are very sensitive to additional dollar flow even if it is only in Eurodollars; and if we could move it around a bit more, I think it might make them more sympathetic to some of the things we want.

I have no further questions and comments, Mr. Chairman.

The CHAIRMAN. Senator Aiken?

UNITED NATIONS ASSESSMENTS IN ARREARS

Senator AIKEN. Yes; I have two questions. They are quite general.

First, if the back assessments were collected, would this request for \$80 million, \$20 million, I believe, from the United States, be necessary?

Ambassador YOST. I think it would, Senator. If we were able to remove the deficit, which we are certainly very eager to do, this would restore the U.N. to financial health, but it would not enable it to undertake new construction of this kind unaided.

Senator AIKEN. I notice that Russia alone is \$84 million in arrears.

Ambassador YOST. As you know, Senator, that arises largely from their failure to pay for the Congo operation.

Senator AIKEN. Sometimes I wonder who is running the U.N. Russia has exercised the veto over 100 times.

Ambassador YOST. Yes.

Senator AIKEN. We have not exercised it at all. Russia is \$84 million in arrears on dues. The United States is temporarily \$12 million in arrears. And then the smaller countries like Finland, Canada—I do not call Canada a small country—Ethiopia, Ceylon, are all paid up on everything.

USE OF VETO POWER

I am wondering why we let Russia get away with exercising the veto every time she feels like it. We do not exercise the veto at all, and yet Russia pays assessments if they feel like it. We eventually pay all our assessments and a little over from time to time. I was wondering what would the world think if the United States exercised the veto once in a while?

Ambassador YOST. I would be the last one, Senator—

Senator AIKEN. Would they be shocked?

Ambassador YOST. —to excuse the Russian use of the veto, but it is a fact we have not had to use the veto because no resolutions so far have been adopted which we have felt seriously threatened our national interest. If such a situation should ever occur we, of course,

I have no doubt, would exercise the veto, whereas Russia being in a minority has frequently felt, in most cases wrongly I feel, but nevertheless frequently felt, that its vital interests would be affected if it did not use the veto.

OPPOSITION TO EXPANSION WITHIN UNITED NATIONS

Senator AIKEN. Did Russia oppose the resolution calling for construction of new buildings?

Ambassador Yost. They did, yes.

Senator AIKEN. Was it Russia and her friends that cast the 15 votes against it?

Ambassador Yost. Yes.

Senator AIKEN. There were 95 votes for it.

Ambassador Yost. Some of the Arab States as well.

USE OF UNITED NATIONS BUILDINGS

Senator AIKEN. Do not many members of the U.N. have their own quarters outside of this building in New York?

Ambassador Yost. Oh, yes, indeed, Senator.

Senator AIKEN. Most of them do, do they not?

Ambassador Yost. All of them do. Only the Secretariat is in the U.N. building.

Senator AIKEN. They come into the U.N. building to write letters and do what? Keep records?

Ambassador Yost. No. The delegations all have their offices outside and they come into the U.N. building for meetings and consultations.

Senator AIKEN. I am thinking of the U.N. office building.

Ambassador Yost. That is——

Senator AIKEN. I know they come into that.

Ambassador Yost. That is for the Secretariat and for conference rooms.

ENLARGEMENT OF UNITED NATIONS MEMBERSHIP

Senator AIKEN. Are they anticipating further enlargement of the membership of the U.N.?

Ambassador Yost. This, as I am sure you know, Senator, is a problem. There are no immediate prospects of new applicants but over the longer run it is a serious question whether a number of very small states apply and if so, whether they should be admitted or some special arrangement should be made for them. There will be some growth undoubtedly.

Senator AIKEN. We have the last two, Equatorial Guinea and Swaziland. Equatorial Guinea has a population of 250,000 and has one vote in the U.N. Assembly. Have other nations of comparable size to Equatorial Guinea indicated any desire to become members?

Ambassador Yost. Not at the moment but I have no doubt that some will.

Senator AIKEN. Not at the moment.

MEMBERSHIP ARRANGEMENTS FOR SMALL NATIONS

Ambassador Yost. As you may know, Senator, the United States has proposed and a committee of the Security Council is now studying

our proposal that a special arrangement be made for very small states whereby they would be given full access in the United Nations and the protection of the United Nations but would not have full membership.

Senator AIKEN. How are you going to work that without exercising a veto?

Ambassador Yost. Well, I do not know. We are trying to persuade other members that this is a wise arrangement. It is difficult because there is a strong attachment among members to national sovereignty and the right of self-determination. It is an uphill business but we are working hard on it.

Senator AIKEN. I agree with you that if they admit as many members as I have an idea want to get in with a full vote, you would have very serious difficulty in raising the money from the Congress for further support. For instance, I understand British Honduras wants to or will be a member. The Persian Gulf States, Brunei, maybe the Pitkin Islands and a few others of that size. Has not the time come when the United States has to do something about that? We cannot let in every one of these countries. We now have 126 members in the General Assembly. Do not they determine the assessments and expenditures of which we are supposed to pay a substantial part? I am trying to figure some way to make the U.N. work. It is just as simple as that. I know from your statement that you are, too.

You are a little bit pessimistic in one place where you say, "I do not for a moment suggest that this expansion project will guarantee future success of the U.N., or of American policy in the U.N. But I do strongly believe that if this project were not carried through, the outlook for success would suffer a grave material injury."

You are probably right about that. You did not put too much enthusiasm in that paragraph, if I may speak frankly.

Ambassador Yost. Well, Senator, I am very much troubled by this influx of very small states. We are trying to do something about it. Whether we succeed or not I cannot guarantee, but we are working very vigorously on it.

Senator AIKEN. I hope something can be done to make the United Nations more nearly carry out the purpose for which it was established than has been done up to now.

Ambassador Yost. In this connection——

DISPERSAL OF UNITED NATIONS ACTIVITIES

Senator AIKEN. As for moving activities out of the country, I do not know if you read the Peterson report of yesterday——

Ambassador Yost. Just the summary in the paper.

Senator AIKEN. ——which recommends very strongly that we share all of our prosperity and good things with the rest of the world. I was just wondering if perhaps this would be an opportunity to diversify some of the operations there.

THE WORLD COURT

For instance, what is the staff of the World Court at The Hague? What is the cost of operating the World Court? Does anyone know?

Ambassador Yost. I am sure we have that. I will be glad to put it in the record. I do not know offhand.

Senator AIKEN. I believe they are tenaciously hanging onto one case over there, and when and if that is gone, they will not have anything to do.

Ambassador YOST. I know. It is a tragedy.

Senator AIKEN. It is a tragedy, the failure of the World Court.

Ambassador YOST. The budget estimate for the World Court for this year is \$1,395,000. This is the entire budget.

Senator AIKEN. Of which \$450,000 would be salaries of the judges.

Ambassador YOST. Yes, sir.

Senator AIKEN. Does the rest include rents or secretarial staffs?

Ambassador YOST. We have got a breakdown and we can put it in the record, Senator.

(The information referred to follows.)

INTERNATIONAL COURT OF JUSTICE: BUDGET

The initial budget estimate of \$1,395,600 for the International Court of Justice in 1970 contained the following elements:

Ch. I. Salaries and expenses of members of the Court (includes salaries and allowances for the President, the Vice President, and the judges at \$461,700)-----	\$713, 700
Ch. II. Salaries, wages, and expenses of the registry (includes staff salaries and wages at \$384,800)-----	567, 100
Ch. III. Common services-----	102, 800
Ch. IV. Permanent equipment-----	12, 000
Total-----	1, 395, 600

Senator AIKEN. Since 1946, I think, they have only had 34 cases of which half a dozen were settled out of court. Fourteen were held to be outside the jurisdiction of the World Court, and the rest have been spread out over 24 years. Decisions have been made in some cases, but, as I understand it, the litigants pay little attention to the decisions once they are made.

Ambassador YOST. Well, I think the failure is to use the Court, the failure on the part of governments mostly to submit cases to the Court.

Senator AIKEN. Yes, but they will not use it.

DISPERSAL OF UNITED NATIONS WOULD BE COSTLY AND INEFFICIENT

Ambassador YOST. And this, I think, is one of the important ways in which we should try to strengthen the United Nations. In general, Senator, I think it is proper and appropriate that some parts of the United Nations should be in other places than the United States, and of course, they are. But I am very much afraid if we permit this fragmentation and dispersal to proceed at the rate which many desire, including many of the smaller states who would like to have bits and pieces of it around in their countries or in their neighborhood, if we permit that to go unimpeded, we will have the whole organization so fragmented that it will be a good deal more costly to run.

Senator AIKEN. The international airlines might like that arrangement.

Ambassador YOST. I am sure they would. And the Organization would be more inefficient and less able to do the sort of job in multi-lateral development which I believe the Peterson report as well as the Pearson report have recently recommended and which I myself believe is very sound and wise. But once again, if the United Nations

is too scattered and dispersed, as far as headquarters is concerned, we will be in more trouble.

If the U.N. Development Program, for example, should be placed somewhere else, remote from the World Bank which is here in Washington, this would make cooperation between those two much more difficult.

Senator AIKEN. I would hate to see the United Nations go out of business, but on the other hand I would like to see it work much better than it has been. I would like to see it take a different direction than it has lately. Of course, I suppose that is due to the fact that every member has a full vote and exercises that vote. Apparently representatives from other countries like to live in the United States pretty well.

UNITED NATIONS PEACEKEEPING EFFORTS

I have another question regarding the prevention of war. Has not Russia recommended that we put the peacekeeping work of the U.N. in the Security Council only?

Ambassador YOST. Yes. That has always been its position. We have also agreed that the Security Council is, as the charter provides, the primary center for dealing with peacekeeping and security matters. We have always reserved the right to go to the Assembly if the Council was hamstrung.

Senator AIKEN. It is quite obvious that the big nations of the world do not want to go to war. However, it seems that the smaller nations do not mind going to war in the hopes of dragging the big nations in on their side. It seems to me something could be done about that. I realize that the U.N. would have to have some money.

TREATY ON PEACEFUL USES OF THE SEA BED

The U.N. has been working on a treaty relative to the oil and mineral deposits in the bottom of the ocean. I do not know how far they have progressed. Has there been any consideration given to assessing the oil companies for what they extract from international waters?

Ambassador YOST. There is a proposal, Senator, which is being explored now by the Seabeds Committee of the U.N. that you refer to, for setting up an international regime over the deep seabed and using part of the income of that regime for the benefit of mankind, the developing countries. This is a very difficult thing to negotiate and is in a fairly early stage. It involves the problem, of course, of the extent of territorial waters and extent of jurisdiction over the Continental Shelf, which is very difficult, but I have no doubt that we will work something out in time. I suspect it will take 2 or 3 years.

Senator AIKEN. Do I understand correctly that the oil industry is not enthusiastic over a treaty covering the extraction of oil and minerals from international waters?

Ambassador YOST. Well, they would like to have as much freedom to operate as they can.

Senator AIKEN. In other words, they are against any restrictions or any assessments. That is the way it appears to me. I will not ask you to answer that. Sometimes I wonder if they ever heard of Alfred Nobel, who invented dynamite and caused widespread destruction around the world. We know that much of the slaughter of people around the world is caused by natural resources, particularly oil.

I think the Nigerian and Biafran case is the most recent one.

I wonder if it ever occurred to them to contribute their earnings for peaceful purposes, as it did to the inventor of dynamite, Alfred Nobel. I think you might suggest it to them some time.

Ambassador YOST. One of the encouraging things about the U.N. in the last 2 or 3 years is the extent to which it is getting into some of these new problems in the environment—the seabed and pollution and the whole of the application of science and technology and development. The U.N. is going into these new fields with a good deal of energy and we are cooperating.

KEEPING PEACE AMONG SMALL NATIONS

Senator AIKEN. It does seem to me important that we devise some practical way of keeping peace among the small nations because that is where big wars start.

Ambassador YOST. There is a Peacekeeping Committee of the General Assembly which has been doing some very useful work in the last year or so. In this case the Russians are cooperating with the committee and we hope that in the course of this year we may be able to make further progress so that peacekeeping will become somewhat more effective.

Senator AIKEN. The Russians have an excellent chance now to cooperate in the case of Southeast Asia if they really want to cooperate.

Ambassador YOST. And the Middle East.

RUSSIAN ARREARAGES

Senator AIKEN. I guess I have asked enough questions and brought up enough problems which have been insoluble up to now. I would like to point out again that Russia's arrears and assessments amount to more than the \$80 million that you are requesting for new buildings.

Ambassador YOST. This is a matter of principle with them, going back to the old article 19 controversy.

Senator AIKEN. That is enough for now.

The CHAIRMAN. Senator Case?

Senator CASE. Thank you, Mr. Chairman. I have no questions I think about the specifics here. Just a general question.

EFFECT OF EXPANSION ON UNITED NATIONS

I am sure you are satisfied in your own mind as to the answer, Mr. Ambassador. This is not going to help or encourage the United Nations to get fat and bureaucratic and stodgy, is it?

Ambassador YOST. I do not think so, Senator. We think that it will be a good deal more efficient if it is—if particularly its economic and social side is maintained largely in one place where the Undersecretary for Economic and Social Affairs can supervise it, where Paul Hoffman and his U.N. Development Program can be an integral part of the operation rather than being put somewhere else.

We do not think that this is a question of developing fat. It is an expansion which is taking place in all organizations and institutions all over the world, in which we think the United Nations, if we believe it

is a useful institution, must share. If this particular arrangement does not go forward, we will either have a continued dispersal in New York with the paying of high rents in private buildings or more likely a dispersal abroad over the coming years that will further Balkanize the United Nations.

OPPOSITION TO EXPANSION WITHIN UNITED NATIONS

Senator CASE. There was a time not so long ago when there was quite some opposition to expansion in New York within the United Nations itself. What has happened to that?

Ambassador YOST. It still exists. This is our concern. It was by no means easy to get approval of this resolution which the Assembly passed last year. I do not think the vote on it reflects the difficulty which was experienced in getting it through, because there is a good deal of dissatisfaction, particularly with the cost of living and the difficulty of finding both offices and residences in the city, anywhere near the U.N. itself. And there was a lot of pressure for a number of reasons to spread it abroad. And we frankly feel that we did a good job in working out and getting as big a vote as we did for this package.

PURPOSE OF U.S. SUPPORT FOR EXPANSION

Senator CASE. I am sure you did a good job on that and I congratulate you. I wonder whether the purpose was desirable. That is to say, is it desirable by expert handling of an organization of this sort to make it do something it does not want to do, and is the final result likely to be helpful?

Ambassador YOST. The majority of members do want this. No question about that.

Senator CASE. In other words—and your judgment on this matter is far more valuable than mine—are we just for the sake of throwing our weight around manipulating the United Nations when we ought to let it take its own direction?

Ambassador YOST. I do not think so, sir. There is a tendency, as you know, for nations to want to have organizations of this kind in their own area; if we relaxed and did not try to hold it together, more and more pieces would spin off. We would find it fragmented far more than it is now with great resulting inefficiencies and increases in the total U.N. budget to which we would have to contribute.

Senator CASE. Decentralization of that sort would not be helpful, though, in spreading interest in the U.N. more vitally in the nations of the world?

Ambassador YOST. It is a matter of judging just how far it should go. These regional economic offices are extremely important, Economic Commission for the Far East, and so on, very active, very important, and they do keep up interest. The U.N. development program has resident representation in most of the countries of the world. It is not that the U.N. is not represented around the world. It is just that if you are to have any sort of an efficient institution of this size and complexity you have got to have one main center.

QUARTERS FOR MISSIONS TO UNITED NATIONS

Senator CASE. I think that is true. Does this contemplate space for the missions themselves?

Ambassador YOST. No, sir, just for the Secretariat.

Senator CASE. Just for the Secretariat. So it is not going to encourage countries who ought not to have a big panoply and entourage and what not to waste money in building up a place for a few jobholders.

Ambassador YOST. No. They are responsible for finding and paying for their own quarters in New York and this, of course, is one of the problems because quarters are now so hard to find, and so expensive.

DESIRABILITY OF NEW YORK LOCATION

Senator CASE. Since there are all these difficulties, is it desirable to put it in New York where rents are so high, where the people get abused by the natives and by the taxi drivers and all that? Are we doing a good thing? I just really want to say it again. That is all.

Ambassador YOST. I do not know. One could, perhaps, if we were just starting in 1945 now, have argued that there were other places better than New York, but there it is and it has been established there. It is functioning effectively there. It has a substantial plant there. If we do not go ahead with something of this kind, what is going to happen is not that the U.N. is all going to be shifted out of New York but it is just going to be fragmented in bits and pieces all over the world, a bit in the Caribbean, a bit in the Far East, a bit more in Europe, and so on, and the difficulty that the Secretary General and his senior staff have in holding this thing together will become compounded.

Senator CASE. Thank you, Mr. Chairman.

FEDERAL GOVERNMENT CONTRIBUTION

The CHAIRMAN. Have you calculated not only the \$20 million direct contribution but what percentage of those other items to which we contribute really is the Federal Government's cost? Do you have that? Are we paying about 30 percent of the \$25 million that will be requested from the U.N.?

Ambassador YOST. We are paying about 30 percent of that.

The CHAIRMAN. So that would be another \$7½ million directly attributable to us. New York City, of course, periodically makes these contributions although the paper says they are broke. I do not know what the Senator from New York will say about New York. I read in the paper that the city is hard up.

Senator JAVITS. New York will have its inning, Mr. Chairman, in no uncertain terms as soon as you get to me.

The CHAIRMAN. I anticipated that.

Do we not contribute 30 or 40 percent to the Development Program?

Ambassador YOST. About 40 percent, Senator.

The CHAIRMAN. What about Children's Fund? The \$15 million is attributable to the rent from those two. In addition, there is our \$7½ million assessment from the regular budget. I think the major question is not just the cost; it is whether it is wise to keep everything cooped up in New York.

Senator Sparkman?

FUTURE EXPANSION OF UNITED NATIONS

Senator SPARKMAN. Mr. Chairman, I am sorry I had to be late coming in. I have been reading the Ambassador's statement. I shall not ask many questions, but I notice you say that if this development is made, it will be sufficient to take us through 1979.

That is just 9 years. Do you mean by that time the U.N. will have to expand again?

Ambassador YOST. Well, Senator, it is hard to predict, of course. I think the experience of all governments around the world, including our own, is that, despite efforts to economize and keep bureaucracies from growing, in fact governments assume additional responsibilities in the modern world. They do grow and the physical plant has to grow to keep up.

Now, we are doing our best to keep the U.N. from growing in what seems to us improper ways, but, of course, in the long run we want it to grow in proper ways. We want it to increase its effectiveness to do some of the jobs that Senator Aiken was talking about. And it may well be that over time its staff and its physical plant will have to be expanded for these reasons.

Presumably, as expansion goes forward, some of it can take place in New York and some of it would take place in other places around the world and the exact balance will have to be determined as time goes on. This particular resolution that proposes this arrangement instructs the Secretary General to make a careful survey as to programs for the future and building for the future and where it should be located. I have no doubt that much of it in the future will go somewhere else and we cannot predict just how much more would be needed in New York. But if the U.N. remains healthy and vigorous and assumes new responsibilities, as I myself hope it will, certainly in the course of time it will have to expand further.

Senator SPARKMAN. Of course, I know that these expansions do come about necessarily. They do in our own Government. I believe we are working right now on a plan for a new Senate Office Building or at least an expansion of the existing Senate Office Buildings and there is a crying need for it. I do not know how we can prevent those things from happening. I remember I was in the U.N. in 1950, 20 years ago. There were 60 members then. I remember every once in a while there would crop up considerable objection to proliferation of activities in the U.N. I wonder if they do not still point to over-proliferation in the U.N.

Do you think all of the activities that the U.N. has undertaken are necessary, vital and essential?

Ambassador YOST. I would not think so in each case, Senator. The problem is that practically every U.N. member would subscribe to what you say but each member government would have a different idea as to what is essential and what is not. We have our own ideas and we try to exert our influence. This is one of the values of having headquarters in the U.N. to help see to it that such proliferation as occurs we judge to be in the interests of the world community and our own interest, and that it does not occur in areas where we think the need is less, but there has to be some give and take in this business.

The developing countries have their own ideas on what is needed and we have ours and there are compromises.

COUNTRIES CONTRIBUTING TO UNITED NATIONS EXPANSION

Senator SPARKMAN. This will be an outright contribution by the United States; will it not?

Ambassador YOST. Yes.

Senator SPARKMAN. Are all nations contributing to it or is this a United States project?

Ambassador YOST. Well, the other nations are contributing only insofar as \$25 million would come out of the regular budget of the United Nations and insofar as the U.N. Development Program and Children's Fund, to which many governments contribute, will be paying a share. But it is, of course, normal that the host government does assist to a considerably greater extent than everybody else. This has been true in Switzerland and Austria and other places.

UNITED NATIONS BOND ISSUE

Senator SPARKMAN. Several years ago we supported a bond issue for the United Nations. What is the status of that now? We were trying to put the U.N. back in workable condition, and a good many of the nations were behind in their payments. I wonder what the situation is now.

Ambassador YOST. That is being paid up. I can give you the status of it here.

We purchased approximately \$76 million worth of bonds. Of that, about \$20 million has been repaid and about \$56 million remains to be repaid. It is being regularly repaid.

Senator SPARKMAN. It is being retired regularly?

Ambassador YOST. Yes.

ARREARAGES IN UNITED NATIONS ASSESSMENTS

Senator SPARKMAN. Is there still trouble in getting a number of nations to stay up with their dues?

Ambassador YOST. There is not significant trouble, Senator, about their paying for the regular budget, the regular assessed budget. There still are very heavy arrears from some of the peacekeeping operations which the Russians and the French objected to and toward which they have refused to pay.

SUPPORT OF UNITED NATIONS SPECIAL FUNCTIONS

Senator SPARKMAN. Are any of these special functions of the United Nations supported by voluntary contributions?

Ambassador YOST. Yes.

Senator SPARKMAN. None of them is supported automatically out of the budget.

Ambassador YOST. None of the important ones. The U.N. Development Program is voluntary as is the Children's Fund. Even the latest peacekeeping operation, the Cyprus operation, is voluntary.

Senator SPARKMAN. I suppose in every one of them there will be some nations that will not participate, but is there generally good participation in all of them?

Ambassador YOST. There is on the part of the developed countries, I would say, on the whole very good participation.

Senator AIKEN. If the Senator will yield——
 Senator SPARKMAN. Yes. I yield.

NONMEMBER CONTRIBUTIONS

Senator AIKEN. Some of the nonmembers contribute to what I call the auxiliary organizations, do they not?

Ambassador YOST. The West Germans do contribute very generously and very significantly.

Senator AIKEN. I do not know whether anything is being done about these divided countries, Germany, Korea, and so forth, but I know some of them, particularly West Germany, contribute quite a bit.

Senator SPARKMAN. That is all, Mr. Chairman. Thank you.

The CHAIRMAN. The Senator from New York.

EXPRESSION OF LONGSTANDING INTEREST IN UNITED NATIONS

Senator JAVITS. Mr. Chairman, I would like to state for the record that early in my career in the Congress I sponsored a United Nations financing bill, by designation of my beloved colleague Congressman Eaton of New Jersey, who was then chairman of the Foreign Affairs Committee of the House. So, I have had a longstanding interest in the presence and financing of the United Nations. I am very gratified that that obligation was very meticulously kept because that was a representation made to the Congress at the time.

BASIS FOR DECISION TO REMAIN IN NEW YORK

Naturally, I am much interested in the observations of my colleague from New Jersey about the difficulties found by the U.N. in New York. I am sure he will understand that I may not agree with him about how the natives treat the personnel of the U.N. or even the taxidivers. But I am very interested in the balanced view which you present. I would like to ask you a question or two about that.

In your statement you say, "Many of them, even though they appreciate the value of New York as a unique cultural and communications center, find it a more and more difficult place in which to conduct the United Nations business. They cite the spiraling costs of living, conditions of crime and pollution, problems of traffic congestion and parking and extreme difficulty in locating housing and office space at reasonable rentals."

Now, the question I would like to ask you is what has the U.N. done in coming to this conclusion about comparability? Has it made, as it undoubtedly must have, some evaluation of these difficulties with alternate sites? For example, it is a fact, I believe—I am quoting from memory—that the crime rate in New York is lower than that in Washington, D.C. Now, that is a comparable point. The same is probably true with respect to costs. I know New York City by no means has the highest cost of living in the country. There are other places that are higher.

So is there anything that you can give us on that score which would show that, on the basis of comparability, their decision also has some foundation in fact, that is, the decision to remain in New York?

Ambassador YOST. I doubt that there has been a study of intangibles, relative intangibles, like crime. There certainly have been eco-

conomic surveys and the Secretary General has been asked in this resolution to make a very careful survey of the future needs for construction and expansion of the U.N., and to assess relative costs between New York and Geneva and other places. I do not think this has been done on a systematic basis yet. There have been cost-of-living figures which show that the cost of living is a good deal less in Geneva and some other places than it is in New York and this was a factor in the debate in the General Assembly. And, of those items you mentioned in that sentence you quoted, it certainly is the cost of living and the cost of rentals that is the main factor. The mayor's office and his commissioner for the U.N., Mrs. Loeb, and we at the U.S. mission are doing everything we can to assist foreign delegations to find residences and office space. We are having some success in this.

Senator JAVITS. Do you find a high degree of cooperation from the city of New York?

Ambassador YOST. We do, indeed.

Senator JAVITS. And would you care to make any observation about the attitude of the people of the city of New York?

Ambassador YOST. I think the attitude of the people of the city is excellent. Occasionally we have problems, as you know, but on the whole they have been hospitable and have welcomed the U.N. and are doing their best to make it feel at home.

UNITED NATIONS DEBATE AND VOTE ON EXPANSION

Senator JAVITS. Now, how much of a debate preceded the vote?

Ambassador YOST. Quite a long debate.

Senator JAVITS. How long?

Ambassador YOST. Oh, it went on for 2 or 3 weeks. The actual debate on the floor was about 2 weeks but the preparatory debate, as one might term the consultations among delegations, had been going on for 3 months.

Senator JAVITS. And would you consider this 95-14-10—I assume that is 95 and 14 of those voting and 10 abstentions—a substantial vote in the U.N.?

Ambassador YOST. It was a good vote. We were pleased with the ultimate result, but it was the result of a lot of hard work and it does not entirely reflect the degree of sentiment in favor of moving more parts of the U.N. out of New York.

Senator JAVITS. Is it your judgment—

EFFECT OF DISPERSION ON UNITED NATIONS

Ambassador YOST. We feel, as I said earlier, Senator, that this is rather a watershed, that if we are able to carry out this particular program now and take care of the immediate emergency and the situation for some time to come, that we will hold the main focus of the U.N. in New York City. If we are unable to carry through on this, I would fear that the dispersal would go on at a fairly rapid rate from now on.

Senator JAVITS. This dispersal you hold would have a substantive effect upon the U.N. It is not just a matter of physical dispersal or administration. You believe it would impair the U.N. substantively?

Ambassador YOST. I do very definitely, yes. It would make it more difficult for the Secretary General and his senior aides to coordinate

and run effectively this very complex organization and it would incidentally, make it much more difficult for the United States to have the degree of influence which it now has.

ATTITUDE WITHIN UNITED NATIONS TOWARD REMAINING IN NEW YORK

Senator JAVITS. Do you believe that there is a majority of the countries of the U.N. who wish to stay in New York?

Ambassador YOST. Yes, I do.

Senator JAVITS. And do you believe that there is also a majority of the countries, if you gave them the weighting which is contained, let us say, in the subscriptions to the World Bank, who wish to stay in New York?

Ambassador YOST. Yes, I think so.

Senator JAVITS. I am trying to get away from the one nation, one vote idea.

Ambassador YOST. Yes.

Senator JAVITS. Now, would it be possible, Mr. Ambassador, without undue strain to give us a one-sentence or a two-sentence idea to be appended to this record of the views of the various countries as they were expressed in the debate so that we could have a little summary of the debate, some feeling as to who is for and who is against and why?

Senator CASE. Will the Senator yield while the Ambassador is consulting with his colleague? I want to make it very clear that I was not arguing with the Senator from New York. I think New York is the greatest city in the world. And I earned my living there, as the Senator knows, for many years and I would not want to live very far away from it. But I do not see any point—if these people do not want to come to New York why we should fight to keep them there. You know what George Kennan said about countries that tell you if you do not give them foreign aid they are going to go Communist, tell them to go. That is all I am talking about.

Senator JAVITS. Mr. Chairman, may I say I respect Senator Case's view entirely and I agree. Much as I would like to see the U.N. stay there, it must be a real decision out of mature evaluation and balancing of all the facts. That is why I would like to get whatever help we can and lay it on the record so that there is no question about it.

Ambassador YOST. There are very few states, Senator, who would like to move the U.N. out of New York, very few. There are a somewhat larger number which would like to move bits and pieces out, partly because of these economic factors that we mentioned, and partly simply because they would like to have the economic benefits of these U.N. offices in their own capitals or close to or in their own region.

Generally, the Communist countries—

U.N. VOTE ON EXPANSION AND MEMBERS IN ARREARS

Senator AIKEN. Will the Senator yield? I make a suggestion to the chairman—

Senator JAVITS. Let him answer.

Senator AIKEN. —that we have the votes of the U.N. including pro, con, and abstentions made a part of the record.

Ambassador YOST. Yes.

Senator AIKEN. Perhaps we should also make part of the record an account of what countries are behind in their assessments. I think you will find perhaps that some of those who are furthest behind in the assessments vote against proposals which the majority may favor.

(The information referred to follows.)

VOTE ON GENERAL ASSEMBLY RESOLUTION 2618 (XXIV): NEW CONSTRUCTION AND MAJOR ALTERATIONS TO EXISTING PREMISES AT UNITED NATIONS HEADQUARTERS

Resolution 2618 (XXIV) on Headquarters accommodations was adopted by the General Assembly on December 17, 1969, with 95 votes in favor, 14 opposed, and 10 abstentions. Although the individual votes of countries were not recorded, observation at the time of vote and the corresponding vote in the General Assembly's Fifth Committee identify the UN Members not supporting the resolution as the following:

OPPOSED (14)		ABSTAINED (10)	
Bulgaria		Algeria	
Byelorussian SSR		Burma	
Cambodia		Burundi	
Cuba		France	
Czechoslovakia		Kuwait	
Hungary		Saudi Arabia	
Iraq		Senegal	
Mongolia		Spain	
Poland		Togo	
Romania		Upper Volta	
Southern Yemen			
Syria			
Ukrainian SSR			
USSR			

SUMMARY AS OF JAN. 1, 1970—COLLECTIONS AND ARREARAGES FOR 1969 AND PRIOR YEARS OF UNITED NATIONS ACCOUNTS FOR THE REGULAR BUDGET, WORKING CAPITAL FUND, EMERGENCY FORCE AND THE CONGO¹

Year	Gross assessments	Credits and reductions	Net assessments	Amount received	Balance due
Working capital fund	\$40,064,000		\$40,064,000	\$40,064,000	
United Nations regular budget: ²					
Calendar year 1966	114,891,620	\$8,922,389	105,969,231	105,918,657	\$50,574
Calendar year 1967	118,073,337	8,654,686	109,418,651	107,648,182	1,770,469
Calendar year 1968	130,571,361	10,203,755	120,367,606	113,783,015	6,584,591
Calendar year 1969	143,467,267	12,528,441	130,938,826	81,107,545	49,831,281
Balance due					58,236,915
United Nations Emergency Force:					
Calendar year 1957	15,028,988		15,028,988	11,467,314	3,561,674
Calendar year 1958	25,000,000		25,000,000	17,936,833	7,063,167
Calendar year 1959	15,205,000	41,226	15,163,774	10,892,124	4,271,650
Calendar year 1960	20,000,000	3,553,223	16,446,777	11,786,519	4,660,258
Calendar year 1961	19,000,000	1,754,991	17,245,009	12,520,377	4,724,632
January to June 1962	9,750,000	1,467,296	8,282,704	6,037,298	2,245,406
July to December 1963	9,504,784	691,893	8,812,891	6,312,674	2,500,217
Calendar year 1964	17,770,056	1,656,356	16,113,700	11,627,210	4,486,490
Calendar year 1965	18,556,141		18,556,141	13,646,744	4,909,397
Calendar year 1966	18,550,000		18,550,000	13,000,714	5,549,286
Calendar year 1967	17,315,000		17,315,000	10,776,890	6,538,110
Balance due					50,510,287
United Nations Congo Account:					
July to December 1960	\$48,500,000	3,900,000	44,600,000	29,348,616	15,251,384
January to October 1961	100,000,000	15,575,036	84,424,964	56,877,769	27,547,195
November 1961 to June 1962	80,000,000	11,457,858	68,542,142	44,735,145	23,806,997
July to December 1963	33,029,108	2,965,256	30,063,852	19,409,766	10,654,086
January to June 1964	15,068,090	1,207,116	13,860,974	9,018,149	4,842,825
Balance due					82,102,487
Total amount due, regular budget, UNEF and UNOC					190,849,689

BALANCE DUE, 1969 AND PRIOR YEARS—JAN. 1, 1970

Members (126)	Regular budget	UNEF	UNOC	Balance due 1969 and prior years
Afghanistan		\$29,499	\$37,604	\$67,103
Albania	\$93,129	45,299	43,602	182,030
Algeria	591	8,932		9,523
Argentina	1,198,034	959,844		2,157,878
Australia		63,227		63,227
Austria	42,319			42,319
Barbados				
Belgium		144,583		144,583
Bolivia	149,003	41,905	34,833	225,741
Botswana	113			113
Brazil			248,838	248,838
Bulgaria	411,173	181,155	190,746	783,074
Burma				
Burundi	148,894	11,278	10,471	170,643
Byelorussian S.S.R.	614,638	911,964	1,357,881	2,884,483
Cambodia	49,996	1,689		51,685
Cameroon		1,689		1,689
Canada				
Central African Rep.	37,108	2,256	6,589	45,953
Ceylon				
Chad	39,471	8,385	9,832	57,688
Chile		165,903	224,847	390,750
China	10,908,910	5,274,569	6,687,207	22,870,686
Colombia	264,596			264,596
Congo (Brazzaville)	9,459	9,249	9,938	28,646
Congo (Kinshasa)				
Costa Rica	123,385	13,853	7,217	144,455
Cuba	450,817	249,811	260,259	960,887
Cyprus				
Czechoslovakia	1,310,709	1,814,845	2,759,408	5,884,962
Dahomey	134,894	5,530	6,994	147,418
Denmark				
Dominican Republic	149,239	22,898	54,503	226,640
Ecuador	151,815	10,129	4,120	166,064
El Salvador	96,222	7,411	3,349	106,982
Equatorial Guinea	15,971			15,971
Ethiopia				
Finland				
France	3,529,855	765,655	17,031,152	21,326,662
Gabon	46,150			46,150
Gambia	83,011			83,011
Ghana	155,975			155,975
Greece	11,179			11,179
Guatemala			38,209	38,209
Guinea	93,684	19,410	9,938	123,032
Guyana				
Haiti	149,213	25,661	33,916	208,790
Honduras	68,287	691	5,677	74,655
Hungary	1,003,673	898,298	995,024	2,896,995
Iceland				
India	187,545			187,545
Indonesia	424,893			424,893
Iran	327,239			327,239
Iraq		100,407	22,362	122,769
Ireland				
Israel	249,938			249,938
Italy				
Ivory Coast		1,689		1,689
Jamaica	14,484			14,484
Japan				
Jordan		45,299	43,602	88,901
Kenya				
Kuwait				
Laos	96,222			96,222
Lebanon		19,850	12,108	31,958
Lesotho				
Liberia				
Libya		1,689		1,689
Luxembourg				
Madagascar				
Malawi				
Malaysia				
Maldives Islands	96,222			96,222
Mali	17,980	5,469	24,259	47,708
Malta				
Mauritania	81,418	10,673	17,215	109,306
Mauritius	41,262			41,262
Mexico	175,726	679,491	786,193	1,641,410
Mongolia	28,705	12,387	17,215	58,307
Morocco	124,968			124,968
Nepal	4,414	4,232	3,240	11,886

BALANCE DUE, 1969 AND PRIOR YEARS—JAN. 1, 1970—Continued

Members (126)	Regular budget	UNEF	UNOC	Balance due 1969 and prior years
Netherlands.....				
New Zealand.....				
Nicaragua.....	\$112,245	\$1,288	\$33,915	\$147,448
Niger.....	7,040	1,906		8,946
Nigeria.....				
Norway.....				
Pakistan.....	140,000			140,000
Panama.....	51,222	15,648	33,915	100,785
Paraguay.....	124,541	31,661	24,229	180,431
Peru.....	151,184	77,441	89,184	317,809
Philippines.....	212,447	15,632		228,079
Poland.....	1,699,318	2,528,364	2,466,010	6,693,692
Portugal.....	86,733		201,673	288,406
Romania.....	290,095	682,212	641,015	1,613,322
Rwanda.....		11,278	10,471	21,749
Saudi Arabia.....		74,890	69,487	144,377
Senegal.....	59,311	9,814	20,418	89,543
Sierra Leone.....	99,248	5,469		104,717
Singapore.....				
Somalia.....		11,191	17,445	28,636
South Africa.....	302,536	80,862	1,503,337	1,886,735
Southern Yemen.....	16,000			16,000
Spain.....		1,089,981	985,159	2,075,140
Sudan.....	62,484	89,332	5,860	157,676
Swaziland.....				
Sweden.....		46,654	20,379	67,033
Syria.....				
Tanzania.....	2,124			2,124
Thailand.....		9,026		9,026
Togo.....	5,613	16,174	25,324	47,111
Trinidad and Tobago.....				
Tunisia.....				
Turkey.....				
Uganda.....	60,725	9,589	10,471	80,785
Ukrainian S.S.R.....	1,700,754	3,476,580	5,185,697	10,363,031
U.S.S.R.....	17,642,172	27,665,631	39,223,085	84,530,888
United Arab Republic.....		351,946	48,387	400,333
United Kingdom.....		283,299		283,299
United States.....	11,000,000	1,188,096		12,188,096
Upper Volta.....	86,302	19,936	14,145	120,383
Uruguay.....	203,640	54,388	97,662	355,690
Venezuela.....	562,358	32,298		594,656
Yemen.....	146,294	45,299	43,602	235,195
Yugoslavia.....		7,598	333,269	340,867
Zambia.....				
Total.....	58,236,915	50,510,287	82,102,487	190,849,689
Members in arrears.....	71	68	57	92

¹ Source: Information as of December 31, 1969, supplied by the United Nations.

² Contributions to the regular budget prior to 1966 are fully collected.

³ Total costs, including initial airlift, amounted to \$60,000,000.

⁴ \$9,115,000 was paid in January 1970.

⁵ This amount is the difference between the original apportionment for 1967 and the amount paid by the United States toward its share of revised estimates of 1967 costs.

UNITED NATIONS VOTE ON EXPANSION

Ambassador YOST. I have a partial list here of those who voted against, primarily the Communist countries with a few Arab countries and Cambodia. The abstentions were several Arab countries, France, and several French-African countries.

Senator JAVITS. How did the Soviet Union vote?

Ambassador YOST. They were against. In general, the Communist countries have opposed this and the French, I think, have been particularly eager to get more of the U.N. offices in Europe. They have been pressing that for years and a number of states associated with them have wanted to. But on the whole, most of the others, both developed and developing countries, would like to stay in New York.

The developing countries find the economic problems difficult, particularly the smaller ones, but if those can be met, they would prefer to stay here.

UNITED NATIONS DEBATE ON EXPANSION

Senator JAVITS. Mr. Ambassador, what would you think about including some summary of the debate? I would not wish to insist on it. I do not think the committee would, if you consider it to be embarrassing or anything that would be a drawback to considerations other than this one.

Ambassador YOST. I do not think so, Senator. I think we can give you a very brief summary that would be helpful to you.

Senator JAVITS. Give us an idea what different countries felt and why. Would that be agreeable to the Chair?

The CHAIRMAN. Yes.

Senator JAVITS. To be included as part of the record.

The CHAIRMAN. Yes, indeed.

Senator JAVITS. Thank you.

(The information referred to follows.)

SUMMARY OF DEBATE ON EXPANSION OF HEADQUARTERS ACCOMMODATIONS

The following summary of the debate on expansion of Headquarters accommodations, which was held during the twenty-fourth session of the General Assembly, has been excerpted from the official report of the Fifth Committee to the General Assembly:

"Many delegates expressed their appreciation of the soundness of the proposals, particularly in view of the fact that out of the over-all total cost of the project of about \$90 million, including the site which is to be donated, the burden on the United Nations regular budget would not exceed \$25 million. Noting that the expansion of United Nations Headquarters was directly attributed to the expansion of activities of the United Nations as agreed to by Member States, a number of delegations wished to express their gratitude to the Government of the United States of America, New York City and other United States sources, whose contributions would cover the major part of the expenditure. Several delegations stated in relation to the paragraphs in the draft resolution which dealt with living and working conditions for missions in New York, that although New York, in common with other large cities had certain drawbacks, it was nevertheless a city that offered unique opportunities. They also emphasized the considerable efforts made by the host country to facilitate the work of the United Nations Headquarters and of the permanent missions in New York.

"Certain delegations were of the view that the question of undertaking new construction should be considered only after the necessity for additional staff, as envisaged in the Secretary-General's report, had been established. They felt that, even if adequate justification existed for staff increases, it would be imperative to explore the possibilities of transferring certain divisions or units from New York to other locations, such as Geneva or Vienna. Although such action would call for undertaking construction work in such cities, building costs there were considerably less than those in New York. It was their view that, with the increasing overcrowding in New York City, the difficulties of finding adequate office and residential accommodation for Secretariat staff and the staff of the permanent missions were getting more and more acute. Some delegations proposed that an intergovernmental committee be established to study the question in all its aspects and submit a report before any action was taken on the current proposals.

"One delegation felt that, in view of the increasing scarcity of suitable sites for construction and the prevailing paucity of adequate residential accommodation in Manhattan, the question of undertaking new construction projects elsewhere in the vicinity of New York City or elsewhere in the United States be explored.

"Certain delegations felt that adequate time had not been given to study the proposals and that plans for finding additional space should be presented after conducting a detailed study of the construction costs in appropriate and convenient centres in the world, after taking into consideration possibilities of relocating self-contained Secretariat units in different countries. On the other hand,

another delegation stressed the advantage in terms of administrative convenience and efficiency of having the new premises adjacent to the main building.

"A few delegations were of the view that the environmental conditions in New York and threats of damage to life and property were factors militating against any agreement to proposals for undertaking new construction work in New York.

"One representative, while noting with appreciation the generous attitude of the City of New York towards the United Nations, inquired whether consideration had been given to the element of annual maintenance costs of the new building which could be appreciable as compared to similar costs in other parts of the world. Inasmuch as there would be no scope for further expansion beyond 1979, his delegation's view was that, instead of undertaking such an expensive project, it might be preferable to decentralize activities and to transfer them to other countries.

"Expressing concern at the fact that the United States of America, the host country to the United Nations, had not yet signed the Convention on Privileges and Immunities, one delegation requested information as to the current status of the proposed agreement between the United Nations and the United States of America."

CHOICE OF UNITED STATES AS PERMANENT HOST COUNTRY

Senator JAVITS. Now, one last question, Mr. Ambassador. You give rather eloquent recital in your statement as to the original choice of the United States. I was very much involved in that, so it rings very much of a bell with me.

Do you feel that that fact, to wit:

When the United States was chosen as the permanent host country to the United Nations, this fact was a recognition not only of our unique standing in the world community but also of our major role in the founding of the United Nations and our profound commitment to make it succeed. Inevitably people thought of the historic comparison with the League of Nations located in Geneva and shunned by the United States and of the failure of that organization lacking American support to prevent the tragedy of World War II.

Would that be true today, in your judgment?

Ambassador YOST. Oh, I think it would indeed. This is one reason why I do attach—while this may seem a relatively minor issue, looking at the United Nations as a whole—I do attach particular importance to this grant because I think it will be taken as a symbol of whether or not the United States does continue to have the same interest in the U.N. as it did 25 years ago.

CONTRIBUTIONS TO UNITED NATIONS BY NEW YORK CITY

Senator JAVITS. Now, the city of New York is contributing a grant of \$20 million to match that of the United States, is that right?

Ambassador YOST. Yes.

Senator JAVITS. And that is on the same terms, a grant.

Ambassador YOST. Yes.

Senator JAVITS. The city of New York did not contribute in money, probably contributed many other things, but it did not contribute in money in 1946, did it?

Ambassador YOST. No.

FORM OF U.S. CONTRIBUTION

Senator JAVITS. Now, the last question, and I am really through. Why a grant and not a loan as we did at the beginning?

Ambassador YOST. In the first place, we want the United Nations and the city to contribute as well; in the previous case there was a

Federal Government loan for the entire cost. This shared proposition would be necessary if we are to get the funds from the city. Moreover, we doubt that the U.N. membership would agree to assume the full burden which would in the long run be entailed if we made a loan. And in fact, we do estimate that the cost to the United States over a 32-year repayment period would be substantially greater for an \$80-million interest free U.S. loan than for the \$20 million grant.

Senator JAVITS. Well, as I recall it, \$65 million was interest free. Is that correct?

Ambassador YOST. Yes.

Senator JAVITS. Now, this is the President's request of the Congress. Is it not?

Ambassador YOST. It is, Senator.

Senator JAVITS. Thank you, Mr. Chairman.

UNITED NATIONS FACILITIES

The CHAIRMAN. Would you put in the record, Mr. Ambassador the number of employees and the approximate percentage of space occupied in the headquarters by the United Nations International Children's Fund and its employees, by the United Nations International School, by the United Nations Development Program, by the United Nations Institute for Training and Research, to see what would be the effect if some of these were transferred to a place like Geneva.

(The information referred to appears on p. 33.)

Tell me, are the quarters in Geneva overcrowded? They use the old facilities of the League of Nations, do they not?

Ambassador YOST. They have built a new building there, Senator. I am not sure whether it is complete.

The CHAIRMAN. Who uses the League of Nations? Does it belong to Switzerland?

Ambassador YOST. The old building belongs to the U.N. and is used for its Geneva activities. The new building of the U.N. in Geneva is still being constructed. It will be completed in about 2 years.

The CHAIRMAN. Two years?

Ambassador YOST. But the space is already preempted there and it would be necessary to expand further to take the present overflow from New York.

UNITED NATIONS FACILITIES IN GENEVA

The CHAIRMAN. We have another matter on the agenda. I would like to move on to it. I wonder if you would put in the record for the information of the committee a description of the situation in Geneva and the relative costs of living, the same items that we have already discussed.

Ambassador YOST. Yes.

(The information referred to appears on p. 36.)

DECENTRALIZATION OF UNITED NATIONS FACILITIES

The CHAIRMAN. I also asked you a moment ago about not only the direct contribution of \$20 million, but how much of the other contributions are attributable to the United States. I am trying to get

as much information in this record as possible because I do not think anyone is seriously suggesting moving the entire United Nations out of New York, at this late date. There was, of course, a great question as to whether it should have been put there or not. I think there is a serious question about the continued piling up of these agencies in such a congested area. Even in our domestic scene there is a great deal of interest now in decentralizing our cities for domestic purposes; that is, purely as a matter of the question of life for the people who live there. These large cities with their pollution, crime, and all the other things that go into a city, are questionable. Other parts of our Government are seriously considering the Federal Government's sponsoring satellite cities. You are familiar with that, are you not?

Ambassador Yost. Yes.

The CHAIRMAN. I do not think it is outrageous for people to contemplate that you should not continue to pile everything up into one great center.

Ambassador Yost. Senator, it is a matter of degree. This decentralization is taking place all the time. There is this substantial building going up in Geneva. There are important facilities there. They are growing, too. There are new offices being created and expanded in Bangkok, Santiago, Addis Ababa, so it is going on elsewhere as well. But our feeling is that if this expansion is not carried forward in New York, some of the very important elements of the U.N. that should be kept in New York for effective operation would be moved out, and the decentralization and dispersal would just be carried too far and it would have political implications, psychological implications, way out of proportion to any benefits that might accrue.

The CHAIRMAN. Of course, that is a matter of opinion. I think the central function of the U.N. is to try to deal with warfare between nations. The Children's Fund, while it is very interesting and highly appealing, does not seem to me to be the central concern of the Secretary General. I do not think your argument really applies to that. I cannot see anything that would harm either the Children's Fund or the U.N. if it was done out of London or Geneva or Paris or any number of places. Possibly smaller cities would even be better. I am not particularly anxious to put them into Paris. It is very costly. It has traffic. Nearly all of these big cities are becoming places of profound affliction and most civilized people are avoiding them if they can.

We have to go on to another subject, but would you fill out the record with some of those details that we need to have.

Ambassador Yost. We shall, indeed. We will provide all those figures, Senator.

STAFFING OF SECRETARIAT AND OTHER UNITED NATIONS ORGANIZATIONS

The CHAIRMAN. Perhaps I might have the staff submit to you some other figures or details.

Ambassador Yost. Right.

(The information referred to follows.)

Question: How necessary is it that the Secretariat be as big as it is? In particular, does ECOSOC and its subsidiary bodies need as much staff as it has? Is their work really vital or do they produce abstruse studies that no one has time to read?

Answer: The size of the Secretariat staff is directly responsive to the many and diverse requirements placed upon the Secretary General by decisions of the

General Assembly. These requirements reflect the broad spectrum of UN activities from peacekeeping and arms control to economic and social development. They reflect also the wide ranging needs and interests of all the membership (including such topics of particular interest to the United States as environment, population planning and peaceful uses of outer space and seabeds).

Coordination and budgetary review is carried on by the expert UN Advisory Committee on Administrative and Budgetary Questions. This Committee has been responsible for significant reductions in staff requirements as specified in the Secretary-General's submissions. For example, in 1968, the Advisory Committee recommended a 25% reduction in the number of new posts recommended in the Secretary-General's budget, and the twenty-third General Assembly sustained this reduction. The Advisory Committee further reported that "there exists an unevenness in the intensity of the use of posts and that savings might be achieved." Adoption by the General Assembly of the Advisory Committee's recommendation for a staff utilization survey resulted in the establishment within the Secretariat of an Administrative Management Service, headed by an American. Review of organization and management is also one of the functions of the Joint Inspection Unit and of the Board of External Auditors.

The substantive parts of the U.N. Secretariat which backstop ECOSOC and its subsidiary bodies are also under review by the above-mentioned management survey group. However, the activities covered by this part of the Secretariat range from narcotic drug control, to the statistical office which runs the international computing center, to a center for development planning, to mention only a few. The Secretariat must therefore be diverse and of sufficient strength to carry out the tasks assigned to it by intergovernmental bodies.

The United Nations in its early years did produce some "abstruse" studies. However, under United States leadership and with the firm backing of the Secretary-General, starting with Hammarskjöld, the policy has been followed that only research activities which are in direct support of operational activities should be undertaken by the Secretariat. To this end, certain studies have either been discontinued or have been contracted out to private institutions.

The United States and like-minded UN Members continually scrutinize proposals for studies to be certain they are in support of operational activities and are essential. Similarly, the United States and like-minded UN Members maintain a close scrutiny, at all levels, of requests for additional personnel, while recognizing that when the organization is assigned new tasks reasonable growth may be necessary.

DECENTRALIZATION OF CERTAIN UNITED NATIONS FUNCTIONS

Senator SYMINGTON. Mr. Chairman, in the report I made to you and the committee in March of 1969, as a member of the delegation of the United States to the 23d session of the General Assembly of the United Nations, were included these four sentences:

We support the maintenance of United Nations facilities now located in such cities as Geneva, Santiago and Vienna. Not only is it practical for specialized activities to be in areas they serve, but also this is a way to bring the United Nations, its ideals and activities, to the attention of the people of the area in question.

Many people throughout the world know little of the United Nations. Some are even unaware of its existence. To others, including many Americans, it is little more than a complex of large buildings in New York City.

Therefore, we not only support decentralization of United Nations functions throughout the world wherever possible—with necessary central direction from the Headquarters of the General Assembly—but believe such decentralization is of benefit to the United States.

The location of semi-independent organs, such as UNICEF, WHO, etc., in United States cities other than New York, would arouse the interest of a greater percentage of our citizenry. By the same token it would seem equally important for those delegates of other countries to have an opportunity to reside in other parts of the United States; and thereby through more diversified contact with our Nation than that afforded in New York City reach a better understanding of the American people.

The CHAIRMAN. I think that is a very good statement.

Ambassador Yost. May I say I agree with that statement. The fact is that over half of the U.N.'s employees over all are elsewhere than in New York. This process of decentralization has gone very far. The important thing in our view, is to maintain the control function in New York and to maintain there the center for the development program, the whole economic and social side.

I agree with the Senator that the Children's Fund is more of a peripheral thing, but all of the other aspects of the U.N. that we have been talking about here and that we would like to put in this new building are really essential to the control of the United Nations family which we do feel it is most important be maintained in one place. The operations themselves can be dispersed very widely.

* * * * *

APPENDIX I

THE REPRESENTATIVE OF THE UNITED STATES OF AMERICA TO THE UNITED NATIONS, March 13, 1970.

Hon. J. W. Fulbright,
Chairman, Senate Committee on Foreign Relations,
Senate Office Building, Washington, D.C.

DEAR SENATOR: The Department is officially submitting to the Staff of your Committee the additional material which you and other Committee Members requested during the hearing before the Senate Committee on Foreign Relations last Monday.

As you know, we feel strongly that providing this single additional building in New York at this time is in the best interest of the United States and of the United Nations as well. The attached information, in answer to your questions, shows that significant decentralization already exists (more than 80% of the employees of the United Nations family of agencies and over 60% of the United Nations employees *per se* are outside New York); that there are six major regional or other centers in addition to the Headquarters in New York, and significant numbers of employees in 91 other locations throughout the world; that the functions and employees in New York are required—and should remain together—in order to provide the required planning, direction, control and coordination to enable the Secretary General and his principal assistants, including Paul Hoffman, to manage the United Nations system effectively; that to fragment these functions would result in inefficiency and lack of direction for the United Nations; and that the result of moving essential elements of this central mechanism to Geneva or elsewhere would result in increased budgets and costs to the United States and in the lessening of United States influence on United Nations programs, and would further decrease the number of Americans serving in international organizations.

But in addition to these adverse effects, I am seriously concerned that, if the U.S. proves unwilling to assist in providing permanent quarters in New York for the essential headquarters elements now in rented space—and to provide some space for necessary future expansion—this is likely to be mistaken as a signal by many member nations that the United States is losing interest or faith in the United Nations. I am sure we do not want this to result.

I am looking forward to calling on you Monday morning, March 16, to answer in person any further questions you may have. Paul Hoffman is I know trying to reach you by phone on the same matter.

Sincerely,

CHARLES W. YOST.

SUMMARY

INFORMATION REQUESTED BY THE SENATE COMMITTEE ON FOREIGN RELATIONS
WITH RESPECT TO ADDITIONAL CONSTRUCTION FOR THE UNITED NATIONS IN
NEW YORK

Significant Decentralization Already Exists

Of the approximately 13,000 employees of the United Nations *per se*, more than 60% are located outside of New York in 97 other locations (includes 6 major centers) throughout the world. If the approximately 15,000 employees of the United Nations Specialized Agencies are added, more than 80% of the 28,000 total are outside of New York.

Further Decentralization Spells Decreased Effectiveness

Recent expert studies on improving the efficiency and direction of multilateral development efforts recommend greater planning, coordination, and control functions. To move units performing these functions out of New York would be to fragment them, making effective management by the Secretary General considerably more difficult.

Cost of Fragmentation

The costs of fragmentation would include less U.S. Government control of budget levels and greater budget increases, additional and duplicative administrative and support service expenses, far fewer American employees with special expertise (in New York 25% of the United Nations professional employees are Americans, abroad only 8%), proliferation of executive boards making uncoordinated decisions, and significant balance of payments losses.

Cost of Living

As requested, New York costs (which are higher) are compared with other cities with major United Nations offices.

Geneva Space Situation

New construction now under way in Geneva will provide reserve space adequate only to meet normal Geneva growth needs for four to five years. It cannot accommodate significant transfers from New York.

Deeper Import of United States Contribution

As stated by the President in his recent foreign policy message to the Congress, the proposed \$20 million grant is to be an example of this country's continuing support for the organization. If we fail to make this contribution, it will be taken by many as a direct signal that the United States has lost interest or faith in the United Nations. This we should avoid.

INFORMATION REQUESTED BY THE SENATE COMMITTEE ON FOREIGN RELATIONS WITH RESPECT TO ADDITIONAL CONSTRUCTION FOR THE UNITED NATIONS IN NEW YORK

At the present time, the United Nations Secretariat has 9,141 employees, of which 4,361 are located in New York; the United Nations Development Program has 2,704 employees, of which 475 are located in New York; and the United Nations Children's Fund has 1,074 employees, of which 209 are located in New York. The following table shows the principal cities in which these employees are located, as well as the numbers of duty stations and employees in other countries.

The table shows that less than 40% of the approximately 13,000 employees of the United Nations are located in New York and that, in fact, the employees and locations are already widely dispersed throughout the world. If to this number the approximately 15,000 employees of the Specialized Agencies of the United Nations family of agencies are added, it becomes clear that less than 20% of the total employees of the United Nations family of agencies are located at New York Headquarters.

UNITED NATIONS HEADQUARTERS AND FIELD EMPLOYEES

	United Nations Secretariat ¹	UNDP	UNICEF	Total ^{2,3,4}
New York.....	4,361	475	209	5,045
Geneva.....	2,348	5		2,353
Vienna (UNIDO).....	735			735
Addis Ababa.....	379	22	5	406
Bangkok.....	433	27	60	520
Santiago.....	362	27	16	405
Beirut.....	114	19	25	158
Other locations.....	409	2,129	759	3,297
Total number employees.....	9,141	2,704	1,074	12,919
Total number locations.....	58	98	36	98

¹ Includes general secretariat (Headquarters New York City; regional offices: Addis Ababa, Bangkok, Geneva, Santiago, Beirut, and Information Centers in 51 locations); UNRWA (Headquarters Beirut); High Commissioner for Refugees (Headquarters Geneva); International Court of Justice (Headquarters The Hague); UNITAR (Headquarters New York City); UNCTAD (Headquarters Geneva); UNIDO (Headquarters Vienna); and various special missions.

² Excludes United Nations International School teachers and staff. They are not United Nations employees and do not occupy space in United Nations buildings or in private space rented by the United Nations.

³ Includes UNITAR staff (50), but these are not housed in the United Nations building and UNITAR will continue to occupy a suitable rented building on long term lease at 45th Street and 1st Avenue, which rental is paid from voluntary funds contributed to it.

⁴ The number of offices being provided in New York at the present time are:

In UN buildings.....	3,890
In rented space.....	1,019
Total.....	4,909

WHY PREVENT THE FURTHER FRAGMENTATION OF HEADQUARTERS FUNCTIONS?

The objective of the Executive Branch in requesting a Federal contribution of \$20 million for expanding the Headquarters is to make it possible to keep together, in one location (New York), the essential elements of program planning, direction, control, and coordination, which the Secretary General needs if he is to effectively manage the United Nations system.

The Secretary General has a dual role to perform. First, as Chief Administrative Officer of the United Nations, he is directly responsible under Articles 97 thru 101 of the Charter for the supervision and direction of the employees shown on the above chart. Second, as Chairman of the Administrative Committee on Coordination—which consists of the Secretary General and the heads of the Specialized Agencies—he has the further responsibility for making certain that the affairs of the entire United Nations family or organizations are carried out in a coordinated and efficient fashion.

To perform both functions, the Secretary General needs a unified and trained corps of senior officers, assistants, and specialists who can work effectively with each other on a day to day basis, at the same location, and benefit from rapid decisions by him, as necessary.

Of the roughly 1500 professional posts in the United Nations Secretariat Headquarters, about 500 are required to support and service the General Assembly and the many other committees, commissions and bodies which necessarily meet at Headquarters. The number responsible for the Security Council and Trusteeship Council activities total 76 professionals. Nearly 400 professionals are concerned with programs in the Economic and Social field and with servicing the Economic and Social Council and various economic and social committees which meet at Headquarters. The Department of Economic and Social Affairs deals with worldwide plans and policies with respect to technical cooperation, development planning, resources and transport, finance and financial institutions, social development, population and housing, statistics (which form the basis for decisions), public administration, science and technology, and many other specialties needed to direct effectively a worldwide organization. To fragment this vital central mechanism would not serve well the purpose of either the United States or the developing countries. It would lead to confusion and inefficiency rather than to the effective application of resources and programs. But even in this area, which gives guidance and direction to all the United Nations components and performs a coordinating role with respect to the Specialized Agencies as well—there already are an additional 150% of this number of professionals at locations other than New York.

On the other hand, the Department of State and the United States Mission to the United Nations fully agrees with the premise of the Senate Committee that personnel should be decentralized to the most effective point for carrying out the field programs and projects of the United Nations. But this has largely been done, although it will continue to merit review as circumstances and conditions change and as additional personnel are added. Naturally, Headquarters—to be effective—should be as small as is consistent with performance of these functions.

Each Resident Representative of the United Nations Development Program and his staff must, of course, be located in the country in which the program is to be carried out. The same is true of the operational and project personnel of the Children's Fund. But this does not mean that the vital and necessary job of relating, for example, the pre-investment studies of UNDP to the health, agricultural, labor, Children's Fund, and other programs of the United Nations family do not require careful coordination at Headquarters, for the country, for the area, and for the world as a whole. Similarly, central determinations must be made of what portion of the total available resources can be allocated to a given country or area in a given field.

Very frankly, if the United Nations Development Program—and UNICEF as well—were cut off from direct relationships with American industry, with the International Bank and Fund in Washington, from the other coordinating activities of the Secretariat—as well as from each other—the job would be made considerably more difficult as well as vastly more expensive. Even the relatively minor but important benefits which flow from centralized accounting, financial, and investment operations would be lost.

In this connection, the recent reports of the Pearson Committee to the International Bank; the Peterson report to the President; and the Jackson Committee report on the United Nations family of organizations all stress the importance

of providing effective multi-lateral programs. This can only be achieved if there is unified direction, control and coordination to these activities. For example, the Jackson Committee report states (pp. 376-77), "The recommendations by the Study have been shaped by the thesis that the capacity of the UN development system can only be increased by greater integration and more rational use of all its available resources. . . . In the case of the World Food Program (WFP) and the UN Children's Fund (UNICEF) proposals have been made for joint country programming, closer integration of field representation, and looking further ahead, a total merger between these programmes and the UN Development Program (UNDP), at a moment when this can be done without damage to the individual appeal of each." This more rational use of available resources and, perhaps, eventual merger can, we believe, best be worked toward by providing permanent office space for those elements currently located in New York, together with a reasonable margin of space for the *necessary* growth of essential central functions during the next decade.

COST OF FRAGMENTATION

The Committee will recall the admonishments during the past year of both the Senate and House Committees on Appropriations of which we are acutely aware. The Senate Committee "questions whether appropriate officials in the Department are doing everything feasible to keep these international organizations budgets within reason."

We are certain that if we do not retain the elements of central direction and control together in New York, it can only result in considerably increased expenditures. As an example, several years ago UNIDO was decentralized to Vienna. It is conservatively estimated that of the roughly \$10 million currently being expended by UNIDO, \$3 million represents additional costs which result simply by virtue of the location of that organization away from Headquarters and the need to provide separate and costly administrative and support services. The additional costs due to the inefficiencies which result from separating the industrial development planners from the expertise of American industry may well be even larger, but is harder to calculate. Similar extra costs exist in connection with other programs which have been removed from New York without regard to administrative effectiveness or cost. They have and will continue to create upward pressures on the budgets we are trying to control.

The Committee may also have noted that the report this year of the Congressional Delegates to the United Nations General Assembly (Cong. Fascell/Florida and Cong. Whalley/Pennsylvania) stress the need for establishing a central authority in the U.S. Government to manage U.S. participation in the economic and technical assistance programs of international organizations. They also stress that additional staff and budgetary support are needed for that section of the United States Mission which handles matters relating to the United Nations budget and administration. We wish to point out that even if these steps are taken, making effective use of these staffs will be made immeasurably more difficult, if the central elements of the United Nations with whom they have to deal are fragmented. In all honesty, we have far less ability to deal effectively with the Headquarters-type staffs which have already been dispersed than with those which remain in New York. In addition, each dispersed central function tends to develop a new and additional executive board which, once it has acted, injects new rigidities into the decision-making process.

The effect of dispersal on the United States balance of payments should also be given careful consideration. The decrease in the amount expended in the United States, even if only the number of employees *currently housed* in rented space were to be moved abroad, would in a year or two more than equal the cost to the United States of the contribution sought. Moreover, purchases from United States firms, expenditures by delegations attending meetings, and related inflows of United States dollars, would also decrease very significantly and add to our balance of payments problem. In addition, we would have to spend more United States dollars abroad to send more United States delegates to foreign meetings.

COST OF LIVING

According to published United Nations figures, the relative cost of living in the principal headquarters cities of the United Nations were as follows in December 1969:

	Where New York City equals index 100	
	Total index	Index, exclud- ing housing
Addis Ababa.....	89	88
Bangkok.....	87	81
Beirut.....	79	81
Geneva.....	82	90
Santiago.....	75	71
Vienna.....	81	(1)

¹ Not available.

GENEVA SPACE SITUATION

The Geneva activities of the United Nations itself are housed in the Palais des Nations and in a number of small and obsolete buildings in the vicinity. The United Nations authorized the construction in 1968, at a cost of about \$25 million, of a new conference facility, together with a small number of additional offices largely to service the conferences. When the new Geneva construction is completed in 1972, it is estimated that there will be reserve office space for about 230 staff available. It is expected that that reserve will only be adequate to meet normal expansion requirements in Geneva for a period of four to five years thereafter. Therefore, unless still additional office space were constructed in Geneva rather than in New York, there would be practically none available to take care of transfers from New York. Moreover, moving key central control elements to Geneva from New York would not solve the problem nor in fact meet the general tests on which any necessary decentralization should be based; namely, to put operating personnel and experts closer to the locations for which United Nations activities are designed or to promote efficiency or economy. The only results would be likely to be a significant lessening of United States influence on United Nations programs; the further decrease of Americans serving in international organizations (we have over 25% of professionals in New York and only 8% overseas); and the need to increase United States Mission staff in Geneva—without a proportionate decrease in New York—in order to attempt to carry out United States objectives and hold costs down.

FUNDAMENTAL ASPECT OF NOT PROVIDING ADDITIONAL BUILDING IN NEW YORK

As stressed in the testimony of Ambassador Yost, if we fail to provide permanent quarters in New York for the essential headquarters elements now in rented space—and to provide some space for necessary future expansion of these elements—this will not only be both inefficient and costly, but will be taken as a direct signal by the member nations that the United States has lost interest or faith in the United Nations. As stated by the President in his recent foreign policy message to the Congress, this act of requesting \$20 million and the submission of the Convention on Privileges and Immunities are examples of this country's continuing support for the organization. The creation of effective space in New York City for essential central elements will, in our opinion, give the organization important assistance which it needs at this time.

APPENDIX II

UNITED NATIONS HEADQUARTERS EXPANSION PLANS

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November 1, 1969

U Thant, Secretary-General
United Nations Secretariat
New York, New York 10017

Dear U Thant:

In accordance with a directive received from Mr. David B. Vaughan Assistant Secretary-General of the Office of General Services dated 23 January, 1969, the following report has been prepared on the proposed expansion of the United Nations Headquarters.

This supplements the report submitted by the Fund for Area Planning and Development, Inc. which was presented to the General Assembly last fall in Report #A/C.5/1183 dated 31 October, 1968.

Following Mr. Vaughan's directive we have developed further, with our engineers, the proposal submitted in 1968. We have attempted to substantiate the costs of this expansion in its various phases through estimates prepared by a qualified general contractor, John Lowry, Inc.

The proposed function of the phases of expansion, the extent of the areas involved, together with their costs, is described more fully in the following report.

Very truly yours,

Wallace K. Harrison

Wallace K. Harrison

PURPOSE OF STUDY: UNITED NATIONS EXPANSION

At the request of and sponsored by the Fund for Area Planning and Development, Inc. we developed, during the spring and summer of 1968, an architectural proposal for expanding the facilities of the United Nations Headquarters. This was submitted by the Fund for Area Planning and Development, Inc. to the General Assembly last fall in Report A/C.5/1183 dated 31 October 1968.

Subsequent to the resolution of the General Assembly, we were advised by Mr. David B. Vaughan, Assistant Secretary-General of the Office of General Services in a letter dated 23 January 1969 to proceed with more detailed plans for this proposed expansion. In the directive to this office we were requested to develop our architectural plans and specifications, including structural, mechanical and foundation data, to a point where realistic cost estimates could be obtained from a qualified general contractor. In more detail, we were requested to phase the various areas of the proposed expansion and allocate specific costs to each phase. These costs, substantiated by the contractor's estimate, would include not only a time table of phasing for each part of the work, but also indicate the time required to complete the entire projected expansion programme. In this same directive we were advised that the cost for the preparation of this more detailed study was not to exceed \$250,000.00.

On 28 April 1969 we were given a programme of space requirements prepared by the Office of General Services. The programme indicated specifically the anticipated use of the Headquarters areas to be expanded, as well as modifications to existing spaces affected by the proposed new work.

Essentially, the expansion contemplates extending the north end of the Conference Building, adding area over the garden at the southeast corner of the site, and extending the south end of the Conference Building over a portion of it. Additional office space will be provided in a new building, eight stories above grade on the land partially occupied by the Queens Midtown Tunnel ventilation shaft, surrounded by public park area bounded by 42nd Street, the East River Drive, 41st Street and First Avenue. A wide two storey bridge over 42nd Street will interconnect this new building with the existing Headquarters. Finally, a park separately accessible to both the United Nations and the public, and approximately

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24.38 m. (80'-0") wide, will be constructed along the bulkhead line of the East River extending from approximately the mid-point of the east facade of the Conference Building south to 38th Street.

A more detailed description of the expansion proposal follows:

NEW BUILDING

In general, the development of more definitive plans follows the proposal prepared by the Fund for Area Planning and Development, Inc., which was presented to the General Assembly last fall. However, after more detailed study, minor modifications were made based on a closer analysis of the physical conditions of the site and the surrounding areas. Additional information supported by several meetings with various City departments was obtained on the existing underground utilities, on the location of the subway tunnels under 42nd Street, and on the twin vehicular tunnels under the ventilation shaft. More accurate information was determined on the rock and soil conditions on the site, the East River Drive and the river adjacent to it. Other minor modifications were made after a series of conferences with the Triborough Bridge and Tunnel Authority relating to the maintenance and operation of the existing vehicular tunnels to Queens.

The concept of the new building proposes an architectural treatment compatible with the existing Headquarters buildings, contemporary in quality, harmonious in design, detail and materials. Its scale and dimensions will conform to the existing buildings, but will neither dominate nor detract from them. To accomplish this, we are proposing a facade of aluminium and heat absorbent glass similar to the Library and the Secretariat buildings. The same marble and granite that was used previously throughout the United Nations Headquarters will be used. The base of the building will be granite, conforming to that already existing.

The new building will have eight stories above grade and will have three basements below grade. It will occupy the entire width of the site from 42nd Street to 41st Street and will be approximately 60.20 m. (197'-6") in dimension. In the east-west direction it will extend from First Avenue over and beyond the East River Drive. The most easterly portion will be cantilevered over the proposed park area. In length, the building will be approximately 168.25 m. (552'-0"). The entire building will be devoted to office and United Nations

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service use. The eight floors above grade will be largely office space with some area taken for necessary mechanical equipment. Various service functions of the United Nations will be transferred from the existing Headquarters buildings to the basement areas. In the first basement there will be storage for documents and records, retirement and archives. In the second basement there will be a truck entrance and loading dock, facilities for document distribution and storage of bulk paper prior to printing. In the third basement there will be additional document storage and reproduction facilities.

The cost estimates included in this report provide for the most modern and efficient type of office space available at the present time. The building will be fully air conditioned, with modern type fluorescent lighting fixtures recessed in acoustical ceilings. Two separate core elements providing both high-speed passenger elevators and service elevators, together with necessary shafts, stairs and toilet facilities are indicated in the drawings. There will be, in addition, a vertical conveyor serving the building from the lowest basement to the top of the building.

In the first studies, prepared after several discussions with the Triborough Bridge and Tunnel Authority, it was agreed to limit the height of the building to seven stories. Subsequently, it developed that an eighth story was feasible, thereby creating an additional floor of office space. In order to gain the maximum possible space, the building was also extended somewhat further to the east than originally proposed.

The height limit of the proposed new building was only partially one of aesthetic consideration - consideration that it would not be compatible with the existing Headquarters to have the new building overshadow the Library and Conference Buildings adjacent to it. Further study indicated that there were many practical reasons for limiting the size of the structure on the site. More detailed structural and subsurface information revealed serious foundation and structural problems inherent in spanning the East River Drive were a higher building planned.

Another limitation was placed on the height in our commitment not to interfere with the function of the Queens Midtown Vehicular Tunnel ventilation shaft. Costly additions and alterations to the shaft would be necessary if additional floors were to be considered.

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In the same manner, a detailed study of the foundation conditions, the location of the Queens Midtown Tunnels and the foundation of the existing ventilation shaft indicated that we should limit the number of basements to three. Additional basement area would have created serious practical and economical problems. Again, a study of the existing utilities under 42nd Street, impossible to move and relocate, led to the conclusion that the underground pedestrian passage from the new building to the Library, which was shown in the earlier report, should be abandoned. Its cost did not justify its function. Pedestrian access from Headquarters to the new building will be available on either or both levels of the proposed bridge spanning 42nd Street.

Most of the required mechanical area shown on the proposed plans will be located in the centre of the building, and every effort has been made to provide the most efficient and yet economical system possible. Insofar as possible, it has been interconnected with the existing Headquarters systems, thereby affecting considerable economies in design and operation, eliminating for example the necessity for providing a separate chilled water system and cooling towers for air conditioning refrigeration.

NORTH END

The proposed additions to the north end are designed primarily to increase the Delegates Lounge and Dining areas and to provide better vertical transportation for the delegates and, secondarily, to increase the office and conference servicing spaces on the concourse and ground floor levels. This can be accomplished by extending the entire north facade of the Conference Building 6.1 m. (20'-0") further north into the gardens. It will be rebuilt and finished in the same manner as the existing facade, thereby creating little visual change in the relationship of the Conference Building to the General Assembly and the gardens. Through this extension of the north end, 269 sq. m. (2,900 sq. ft.) of office space will be added to the concourse level, and 260 sq. m. (2,800 sq. ft.) of office space will be added to the first floor north of existing Conference Room 3.

On the 2nd floor, the existing Main Delegates Lounge will be extended 6.1 m. (20'-0") in width along its entire length. At the same time, the function

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of the lounge will be redesigned, with the bar placed at the extreme easterly end. A balcony will be added at the westerly, or entrance, end of the lounge, accessible from the main floor. This can serve as the new location for the coffee bar, since access to it can be provided from the restaurant. The main information reception desk and the delegates aides will be situated directly opposite the present entrance to the lounge. By removing the bar to the easterly end and placing the coffee bar on the balcony, the area of the Main Lounge, with its increased width, will be nearly doubled.

Further modifications are proposed in the corridor interconnecting the General Assembly Building with the Conference Building. Down escalators will be added to those now going up at the south side. They will be reserved principally for the public, thereby providing vertical circulation from the ground to the third and fourth floors separate from the vertical circulation provided for the delegates. For the delegates' use, two elevators adjacent to those already existing will be added. These elevators will extend from the concourse through the first floor, the second floor, the third floor to the restaurant level.

The existing stair at the north side of the connecting corridor will be removed. This will provide, at the ground floor, a large briefing area for the guided tours. On the second floor, directly above this, the space can be made available for an extension of the Delegates Lounge. On the third floor, part of this area will be utilized for additional stairs and escalators for public access to the restaurant.

The fourth floor plan proposes a complete redesign of the dining facilities. The north end of the restaurant will be extended 6.1 m. (20'-0") and provision made for a State Dining Room separated from the rest of the space by folding partitions. When this is not required, it may be used as additional area in the Delegates Dining Room. Access to the dining room will be enlarged, the entrance lobby and cashiers' area tripled in size, thereby providing not only better circulation but a waiting lounge which at the present time is extremely limited.

All of the private dining rooms will be redesigned and increased both in number and in size. Separate corridors for those using the dining rooms and for those serving them will eliminate the present serving problems.

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The Secretariat cafeteria, removed from its present location, will be relocated at the south end of the Conference Building on the ground floor with a separate kitchen provided. However, an area will remain at the south end of the fourth floor for a cafe and coffee shop seating approximately 300 people. It is anticipated that this coffee shop will be used by members of the Secretariat and will also permit the removal of the various temporary small eating areas now located on the second and third floors of the Conference Building and General Assembly. Modifications will be made to the existing kitchen, although most of the present equipment will remain in its present location and will serve the delegates' dining area. The total area of the Delegates Dining facilities will be increased from 1,145 sq. m. (12,295 sq. ft.) to 1,843 sq. m. (19,845 sq. ft.).

No alteration to the north end is contemplated below the concourse level, other than in the basement areas where mechanical revisions are required. These include changes in the existing refrigeration room to provide for the additional air conditioning needed for the altered north and south ends of the Conference Building, as well as for additional equipment needed for the proposed new building between 41st and 42nd Streets.

SOUTH END

The proposed alterations to the south end are more extensive. Starting at the lowest basement level, the Mail Room will be enlarged, a new shipping area and a new commissary storage will be provided, with the relocation of existing furniture storage to the second basement of the existing building. It is in this area that service access under 42nd Street will interconnect the existing Conference Building with the proposed new office building. By elevator and tunnel, with conveyor and utility space, the new building can be serviced largely from the existing loading dock and service areas in the Conference Building. The relocation of the warehouse facilities from the third basement will permit the use of this area for 300 car parking spaces for which it was originally designed.

On the second basement level, the mechanical equipment areas will be increased to service the additional spaces above.

On the concourse level, the extension of the south end of the Conference Building to the south property line will provide space for an additional conference room comparable in size, finish and function to existing Conference

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Rooms 1, 2 and 3. Moreover, there will be additional committee rooms and offices, as well as service staff showers, lockers and toilet rooms for the new cafeteria staff on the ground floor. Two additional elevators will be added adjacent to the new conference room, providing increased vertical transportation for both delegates and Secretariat personnel from the concourse floor through the third floor. From the riverside balcony on this level, direct access will be provided to the proposed new park along the riverfront.

On the ground floor, the addition will contain the upper portion of the new conference room, as well as a new 824 seat staff cafeteria. Above this area a landscaped terrace will replace the south garden eliminated by the south end additions to the Conference Building.

Revisions will be made to the Staff Lounge in the Secretariat Lobby, which will then be directly adjacent to and interconnected with the staff cafeteria.

On the second floor, by extending the Conference Building approximately 6.1 m. (20'-0") south, additional space will be gained adjacent to the Security Council Chamber. This servicing area for the Council Chamber will be considerably increased and will include a new private room equipped with simultaneous interpretation, new offices for the President of the Council, the Secretary-General, the Assistant to the President, as well as caucus rooms and other offices for typists and assistants. The quiet room directly adjacent to the Council Chamber will remain.

From the Secretariat and the main Council Chamber corridor a wide bridge will connect the second floor with the new building. This bridge will be two stories high. On the lower floor will be a new South Lounge and bar replacing the one now existing adjacent to the Security Council Chamber.

On the third floor, the additional space gained by the extension will provide 185 sq. m. (2,000 sq. ft.) of additional office space. Again 1,672 sq. m. (18,000 sq. ft.) of office space will be made available on the second level of the bridge crossing 42nd Street.

THE PARK

The proposed park will be constructed along the bulkhead line on open piling with a concrete deck, fill and topsoil to permit its development as a recreation area for both the United Nations personnel and the public. It will extend

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445 m. (1,460'-0") along the riverfront and will be approximately 24.4 m (80'-0") in width. The separation between public and private areas will be made at 41st Street. The approximate area of the park will be 1.185 hectares (2.93 acres), nearly three times the area of the existing park now surrounding the Queens Midtown Tunnel ventilation shaft. The entire area will be landscaped with walks, promenades and planting and will contain a variety of recreational facilities.

At the north end there will be five tennis courts and storage, utility, toilets and locker rooms. At the south end it is proposed to introduce two additional tennis courts, a basketball court, bocce areas and a large open area which can be used in the summer time for handball and volleyball. In the winter this area will be flooded and artificially frozen and will be used as a rink for ice skating and hockey. Additional toilet rooms and lockers, as well as utility and service areas will be provided.

The north end of the park may be approached from the United Nations Headquarters by stairs from the concourse level terrace. The public may reach the park from a ramped pedestrian overpass starting on an upper level at Tudor City and crossing First Avenue. It will continue east above 41st Street and the East River Drive thence down to the park. For servicing and maintenance, the park may be entered from the marginal road of the East River Drive, entering at approximately 38th Street.

SUMMARY OF AREAS OF PROPOSED EXPANSION

PROPOSED NEW BUILDING					
DESCRIPTION	Elev. in Feet	GROSS AREA		NET USABLE *	
		Sq. Feet	Sq. Meters	Sq. Feet	Sq. Meters
Roof	143	3,726	346	---	---
8th Level	131	76,594	7,116	57,548	5,346
7th Level	119	76,594	7,116	57,548	5,346
6th Level	107	76,594	7,116	57,548	5,346
5th Level	95	81,076	7,532	62,915	5,845
4th Level	79	77,212	7,173	4,775	444
3rd Level	66	78,225	7,267	59,995	5,574
2nd Level	52	78,225	7,267	59,995	5,574
1st Level	33	43,711	4,061	26,873	2,497
1st Basement	21	31,895	2,963	23,474	2,181
2nd Basement	9	46,038	4,277	26,987	2,507
3rd Basement	- 9	48,972	4,550	35,659	3,313
TOTAL AREA		718,862	66,784	473,314	43,973

PROPOSED EXPANSION OF CONFERENCE BUILDING TO THE SOUTH					
DESCRIPTION	Elev. in Feet	NEW SPACE		EXISTING SPACE TO BE RENOVATED	
		GROSS AREA		GROSS AREA	
		Sq. Feet	Sq. Meters	Sq. Feet	Sq. Meters
3rd Level	68	2,750	255	4,284	398
2nd Level	53	2,750	255	4,284	398
1st Level	41	34,928	3,245	13,160	1,223
1st Basement	29	34,928	3,245	6,000	557
2nd Basement	18	---	---	20,310	1,887
3rd Basement	7	---	---	34,534	3,208
TOTAL AREA		75,356	7,000	82,572	7,671

PROPOSED BRIDGE OVER 42nd STREET					
DESCRIPTION	Elev. in Feet	GROSS AREA		NET USABLE *	
		Sq. Feet	Sq. Meters	Sq. Feet	Sq. Meters
3rd Level	53	20,977	1,949	13,090	1,216
2nd Level	68	21,118	1,962	14,910	1,385
TOTAL AREA		42,095	3,911	28,000	2,601

PROPOSED EXPANSION OF CONFERENCE BUILDING TO THE NORTH					
DESCRIPTION	Elev. in Feet	NEW SPACE		EXISTING SPACE TO BE RENOVATED	
		GROSS AREA		GROSS AREA	
		Sq. Feet	Sq. Meters	Sq. Feet	Sq. Meters
3rd Level	68	2,000	185	3,160	293
2nd Level	53	7,000	650	11,526	1,071
1st Level	41	3,440	320	6,380	593
1st Basement	29	3,440	320	3,120	290
2nd Basement	18	---	---	32,630	3,031
3rd Basement	7	---	---	3,000	279
TOTAL AREA		15,880	1,475	59,816	5,557

PROPOSED EXPANSION AND RENOVATION OF 4th FLOOR					
DESCRIPTION	Elev. in Feet	NEW SPACE		EXISTING SPACE TO BE RENOVATED	
		GROSS AREA		GROSS AREA	
		Sq. Feet	Sq. Meters	Sq. Feet	Sq. Meters
4th Level	83	4,930	458	16,073	1,493

PROPOSED TERRACE, PARK AND PEDESTRIAN BRIDGE			
DESCRIPTION	Elev.	Sq. Feet	Sq. Meters
Terrace	53	46,360	4,307
Park	9	128,450	11,933
Pedestrian Bridge	-	20,845	1,937

- * Throughout this report building areas are in terms of United Nations standards. "Net usable" area for offices is a more stringent definition than the familiar "Net rentable" terms used in real estate practice. "Net usable" area does not include any service area, utilities, or corridor and circulation space.

SUMMARY OF ESTIMATED COSTS
FOR PROPOSED UNITED NATIONS HEADQUARTERS EXPANSION
AS PREPARED BY
JOHN LOWRY, INC., BUILDERS

"A" North Addition to Existing Conference Building. . . .	\$ 3,250,900
"B" Alteration to Fourth Floor of Existing Conference Building.	1,311,710
"C" South Addition to Existing Conference Building. . . .	<u>7,773,722</u>
Estimated Construction Costs for Alterations to Existing Conference Building.	\$12,336,332
Architect's Fees & Services for Proposed Alteration and Addition.	485,000
Engineers' Fees & Services for Proposed Alteration and Addition.	<u>438,000</u>
Total Estimated Cost of Alteration and Addition . . .	<u>\$13,259,332</u>
"D" Connecting Bridge to Proposed Office Building Spanning 42nd Street.	\$ 4,082,256
"E" Proposed Office Building.	45,380,740
"F" Proposed Pedestrian Bridge, above 41st Street	987,202
"G" Proposed Park and Required Accessory Buildings. . . .	<u>6,199,470</u>
Estimated Cost of New Construction.	\$56,649,668
Architect's Fees & Services for New Construction. . .	1,462,000
Engineers' Fees & Services for New Construction . . .	<u>1,278,000</u>
Total Estimated Cost of New Construction.	<u>\$59,389,668</u>
Total Estimated Cost of Alteration and Addition . . .	<u>\$13,259,332</u>
Total Estimated Cost of New Construction.	<u>\$59,389,668</u>
Estimated Cost of Conference Room Furniture and Telecommunications Facilities	<u>\$ 750,000</u>
Total Project Cost.	<u>\$73,399,000</u>

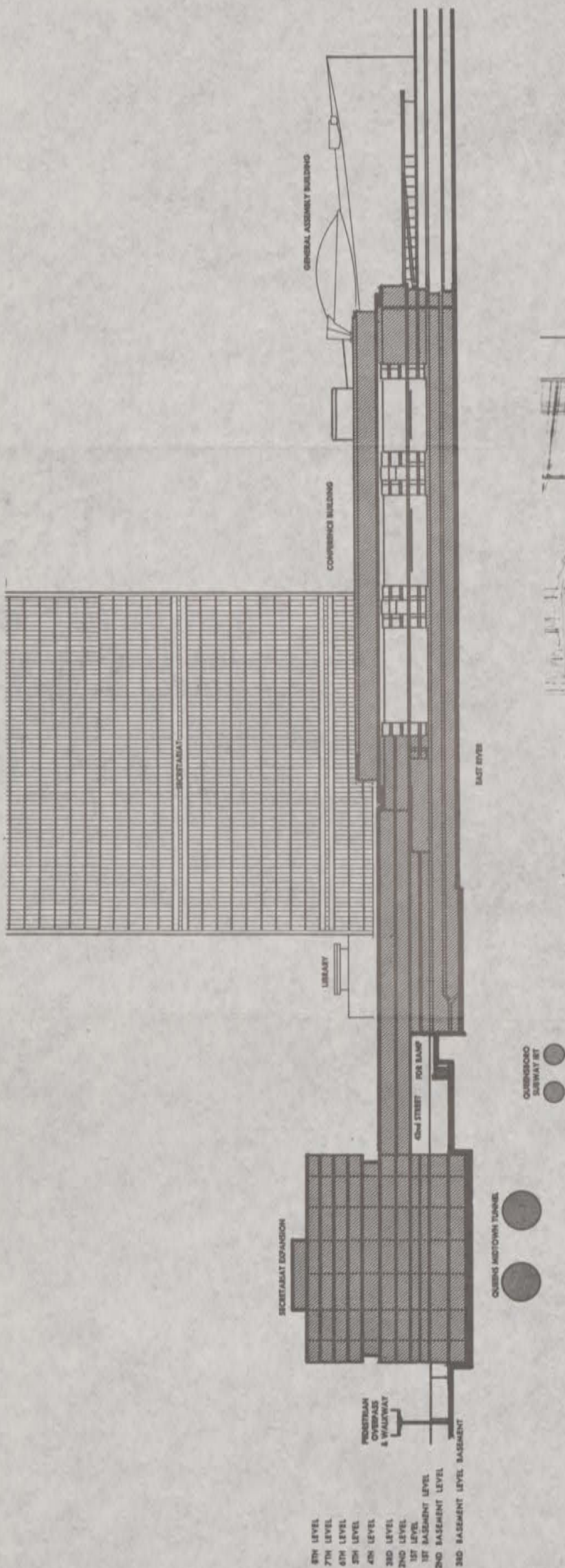
The above budgets are based on today's prices, and have not included any effect the future economy may have on these costs.

The insurance has been included at the standard rates. However, when the project is ready to start, the Owner should carry an "umbrella" insurance policy covering the entire project, as this should result in substantial savings.

The above budgets do not include New York City sales tax.

During preparation of preliminary drawings and budgets, some changes were made to develop a more economical building program. With the proper cooperation by the Owner, Architects, Engineers and Contractors, more economies can be made during the preparation of the final working drawings.

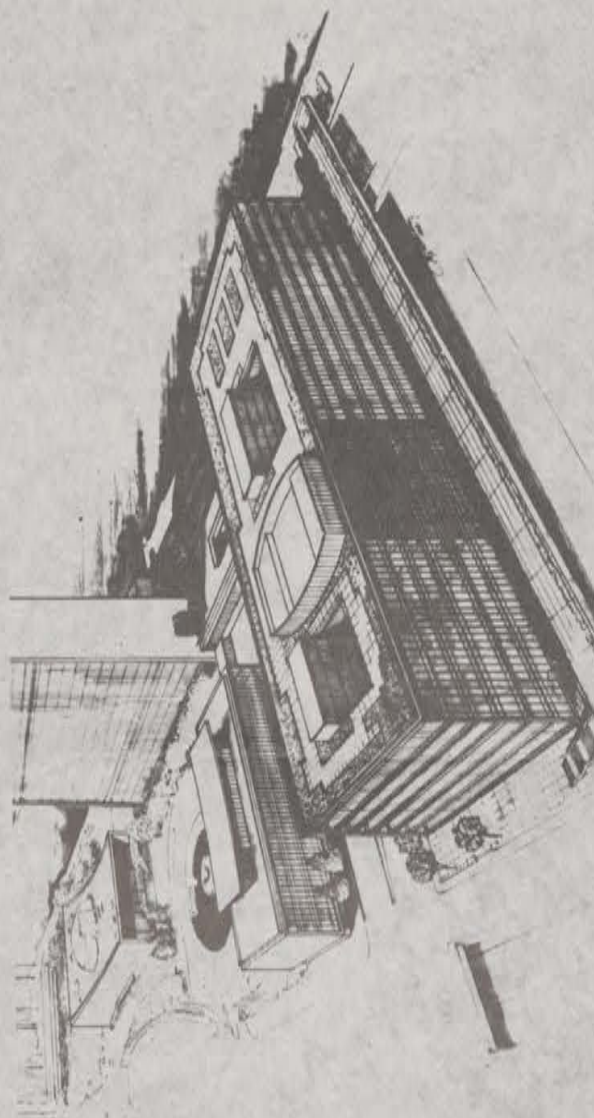




Building and renovation program

The needs of the United Nations for additional office, conference, dining, parking and service facilities immediately identifiable to 1979 can be met by a construction program which includes (1) a new building on the proposed site south of the present grounds, (2) extending the existing conference building to the south and to the north, and (3) renovating existing spaces in the Conference Building, and the basement levels of the Secretariat. The new building will provide 718,862 gross square feet of additional space.

All proposed new construction totals 857,123 gross square feet. Because of these new facilities other space will be available for renovation within the existing Conference Building, and the basement levels of the Secretariat. In some cases this space will be returned to the uses for which it was originally designed and in others it will provide an opportunity to improve the related services of the General Assembly, Council and Conference facilities, and the dining areas.



Concept and perspective view showing the relationship of the proposed new office building to the existing United Nations Headquarters complex. The tunnel ventilating shaft presently on the site would be incorporated into the new building.

