A/69

REPORT of the Headquarters Commission

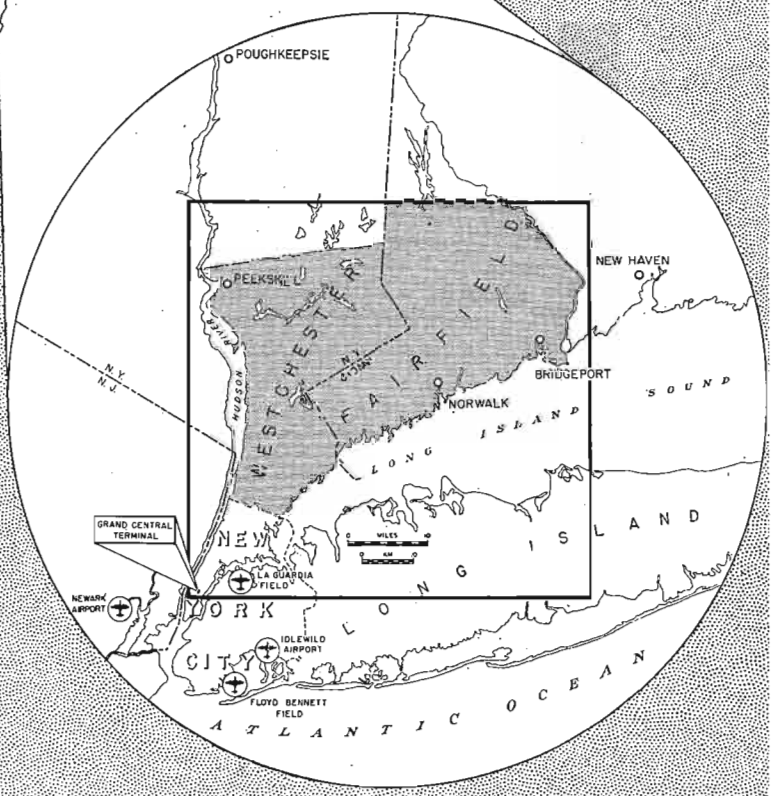
to the Second Part of the First Session of the General Assembly of the United Nations

United Nations

Lake Success, New York

October 1946

UNITED STATES OF AMERICA



REPORT of the Headquarters Commission

to the Second Part of the First Session of the General Assembly of the United Nations

October 1946

Lake Success, New York

United Nations

A/69
October 1946

TABLE OF CONTENTS

REPORT OF THE HEADQUARTERS COMMISSION TO THE SECOND PART OF THE FIRST SESSION OF THE GENERAL ASSEMBLY OF THE UNITED NATIONS

Chapter I

Formation and activities of the Headquarters Commission

The question of the site of the permanent headquarters of the United Nations was considered by the Executive Committee of the Preparatory Commission, the Preparatory Commission, the Interim Committee and its Inspection Group and finally by the General Assembly of the United Nations in the first part of its first session. In the course of these discussions, the location of the site was narrowed down to the region of Westchester and Fairfield Counties in the states of New York and Connecticut respectively in the United States of America and it was left to the Headquarters Commission to recommend five different sized sites within those counties.

Formation of the Headquarters Commission

On 14 February 1946 on the recommendation of its Permanent Headquarters Committee the General Assembly adopted the following resolution:

"I. PERMANENT HEADQUARTERS

(*a*) The permanent headquarters of the United Nations shall be established in Westchester (New York) and/or Fairfield (Connecticut) counties, i.e., near to New York City.

(*b*) A Headquarters Commission shall proceed as soon as possible to the region mentioned in (*a*) above with a view to carrying out an exhaustive study thereof and making recommendations to the General Assembly at the second part of its first session regarding the exact location to be selected within the aforementioned general region.

(*c*) The Headquarters Commission shall draw up plans based on the assumption that the United Nations will acquire approximately:

(i) 2 square miles
(ii) 5 square miles
(iii) 10 square miles
(iv) 20 square miles
(v) 40 square miles

with details in each case of the approximate cost of acquiring the land and buildings within these areas.

(*d*) The Headquarters Commission shall ascertain what measures the Federal, State and County authorities in the United States of America are prepared to take in order to control development in the territory adjacent to the zone.

(*e*) On the basis of the information thus provided, the General Assembly at the second part of its first session shall make a final decision as to:

(i) The exact area required;
(ii) The exact location of the permanent headquarters within the aforementioned Westchester-Fairfield region.

(*f*) This resolution does not imply any financial commitments of the United Nations (other than the expenses of the Headquarters Commission) and does not impose any financial obligations on its Members, and the General Assembly remains free to decide these questions at the second part of its first session according to Article 17, paragraphs 1 and 2, and Article 18, paragraph 2, of the Charter.

II. INTERIM HEADQUARTERS

The interim headquarters of the United Nations shall be located in New York City.

III. HEADQUARTERS COMMISSION

(*a*) A Headquarters Commission composed of representatives of Australia, Uruguay, China, France, Iraq, Netherlands, United Kingdom, Union of Soviet Socialist Republics and Yugoslavia shall be set up to carry out the tasks entrusted to it under the first part of this resolution regarding the permanent headquarters.

(*b*) The Headquarters Commission may be assisted by experts including planning engineers, lawyers, real estate experts, financial advisers, and other appropriate experts who, at the request of the Secretary-General, shall be designated by the Government of the United States of America.

(*c*) The Secretary-General shall consult with the Headquarters Commission or the experts assisting it, as he may deem necessary or appropriate, on problems which may arise in connection with the temporary installation of the various organs of the United Nations in the United States of America, the material arrangements for the holding of the second part of the first ses-

sion of the General Assembly in September 1946, and the housing of the delegates, Secretariat and other personnel who may be required to reside for longer or shorter periods near the temporary headquarters of the Organization.

(*d*) The Secretary-General is authorized to pay the expenses of the members of, and to compensate the experts attached to, the Headquarters Commission on such basis and in such form as may appear to him most appropriate.

(*e*) The Headquarters Commission shall submit its final report on all matters referred to it to the General Assembly at the second part of its first session.

(*f*) The General Assembly, during the course of the second part of its first session, shall give consideration to the appointment of a Planning Commission of experts as recommended in Chapter X, section 3, in the Report of the Preparatory Commission."

(*Resolutions adopted by the General Assembly, during the First part of the First session, page* 37.)

Representation on the Commission

The representatives appointed to the Headquarters Commission were:

Australia	Mr. Paul Hasluck *alternate:* Mr. J. C. Moore
China	Mr. Kien-Wen Yu
France	M. Charles Le Corbusier
Iraq	Mr. Awni Khalidy
Netherlands	Jonkheer Jan de Ranitz
Union of Soviet Socialist Republic	Mr. Nikolai D. Bassov
United Kingdom	Sir Angus Fletcher
Uruguay	Mr. Juan Felipe Yriart
Yugoslavia	Dr. Stoyan Gavrilovic *alternate:* Mr. Alexander Franic

On 7 May 1946 the representative of the United Kingdom was elected Chairman of the Commission and on 4 June 1946 the representative of Yugoslavia was elected Vice-Chairman.

From 19 July 1946, Mr. J. C. Moore represented Australia in the work of the Commission.

Convening of the Headquarters Commission and consideration of the interim headquarters

The Secretary-General convened the Headquarters Commission for 6 May 1946, and on 7 May the Commission held its first meeting at which the Secretary-General requested it to give him its opinion on two questions:

(*a*) The conversion of the Sperry plant to the needs of the United Nations Secretariat.

(*b*) The problem of housing the personnel of the Secretariat and delegations.

On 15 May the Commission presented a report on these questions to the Secretary-General.

Problems confronting the Commission

When the Commission began to consider its main task it discovered that there were two matters which required elucidation:

(*a*) The Commission considered it would be undesirable to examine possible sites without having some information on the requirements of the United Nations. For this reason it secured from the Secretary-General estimated numbers of personnel and some predictable developments in the organization of the United Nations. Although the information thus secured was necessarily incomplete, the Commission translated it into space requirements and agreed upon assumptions regarding the functions which each sized site might accommodate.

(See Annexes 4, page 45; 5, page 51; 6, page 65.)

(*b*) The Commission was not sure whether it should recommend sites, the smaller of which would be within the confines of the next larger, or whether it should report on sites each in a different location. It was finally decided to use either or both of these two alternatives, whichever might produce the most desirable sites.

During its deliberations, a number of financial and administrative matters were brought to the attention of the Commission, such as payments in lieu of taxes and capital indebtedness of towns. The Commission believed it was not its task to find final solutions to the questions raised, but it brings these matters to the notice of the General Assembly as they will arise when the United Nations decides to acquire any particular site. Details are given in Chapter X of this report.

The work of the Commission was retarded by the lack of a technical staff during the initial period of its existence. On 10 June the services of the Regional Plan Association, Inc., of New York, were secured for a fact-finding study of certain characteristics of the region. The Secretary-General appointed the Director of the Headquarters Planning Staff on 8 July and authorized him to secure at once a staff of experts whose training and experience would enable them to conduct the required studies with maximum speed and efficiency. The time remaining in which to conduct the required technical studies was, however, insufficient.

As part of its duty to make an exhaustive study of the region, the Commission took note of the attitude of local authorities and residents.

Although the Commission visited and examined the whole of the Westchester-Fairfield region, it was unable in the time available to compile detailed information on all the possible areas in the two counties and its original selections were necessarily based on general considerations. It was only after the number of sites had been reduced to five that it became possible to secure all the details necessary for a complete and documented appraisal.

Meetings of the Commission

Prior to the completion of its report, the Commission held thirty-eight plenary meetings.

On 2 July 1946, the representative of France requested leave of absence to return to France. He rejoined the Commission on 30 August. On 26 July, members of the Commission received a report from him expressing his views which, at his request, is attached as Annex 1. (p. 19)

The Commission held its first meeting at the office of the Secretary-General at 610 Fifth Avenue and later met at Hunter College and elsewhere. For the purposes of the Headquarters Planning Staff, offices were leased for the Commission at 51 Madison Avenue from 5 July.

Establishment of Committees

To facilitate its work, the Commission established five committees:

(*a*) *Committee on Requirements* which met to study the requirements of the United Nations;

(*b*) *Sites and General Questions Committee* which met to examine, delineate and recommend from a technical point of view potential sites;

(*c*) *Contacts and Legal Committee* which met to deal with public authorities and study constitutional and other legal problems;

(*d*) *Film Committee* which met to supervise the production of a film to assist the General Assembly in the final choice of a site. This film is to be considered as Annex 26 of the report;

(*e*) *Drafting Committee* which met to prepare a draft report for consideration by the Commission.

The representation on these Committees is given in Annex 2, (p. 41).

Staff

Planning.

The Director was selected from a list of persons recommended by a committee of representatives of some of the leading professional societies in the United States, and he assembled a staff of experts. (See Annex 3, p. 43).

General.

Both the administrative (see Annex 3) and planning staffs have worked with diligence and zeal, often working overtime and during most week-ends. The completion of the complicated task of the Commission in the short time available was largely due to this fact.

Liaison with States and Counties

The Chairman, accompanied by other members of the Commission, called upon the Governor of the State of New York, the Honorable Thomas E. Dewey, and the Governor of the State of Connecticut, the Honorable Raymond E. Baldwin. The Governor of the State of New York appointed Senator Pliny W. Williamson, Chairman of the Joint Legislative Committee on the United Nations, and Mr. Orrin G. Judd, formerly Solicitor-General of the State of New York, to act as his representatives in relations with the Commission, and the Governor of the State of Connecticut created a Connecticut Advisory Committee on the United Nations to represent him in relations with the Commission. The Honorable Henry Hunt, Executive Director, Commission on Inter-governmental Co-operation, acted as the liaison between the Commission and this Committee, out of which were formed two Standing Committees to correspond with the two Committees of the Commission, i.e., Sites and General Questions, and Contacts and Legal.

The County Executive, the Honorable Herbert C. Gerlach, of Westchester County, provided liaison between the Commission and officials of that County. For the towns of Fairfield County, this was done through the Honorable Henry Hunt.

Chapter II

Basic criteria for selection of sites

Requirements

As already explained, due to the lack of existing data, the Commission was obliged to estimate the requirements for the headquarters. In translating these requirements into terms of land space, the Commission assumed a low density of development and ground coverage as an average which would allow any type of urban planning or architecture. This density standard is similar to that of developed areas in both Westchester and Fairfield Counties. (For details see Annexes 4, page 45; 5, page 51; and 6, page 65.)

On this basis, the following space requirements were worked out allowing for expansion of fifty per cent and for unbuildable land:

(*a*) For an official buildings area only, approximately two square miles would be required. Desirable border protection if not already in existence may add 1.5 square miles, making a total of 3.5 square miles.

(*b*) For a United Nations community providing the essential facilities for all personnel of the Secretariat, specialized agencies, and national delegations and their staffs and the families of these people but housing only thirty per cent of the people and their families necessary for the operation of community services (as envisaged in Assumption II of Annex 6, p. 65), approximately 11.3 square miles would be required. To this should be added whatever land is deemed necessary for an adequate border park.

(*c*) For a complete United Nations community including all the above mentioned international population and all the people necessary for the maintenance of community services (as envisaged in Assumption I of Annex 6, p. 65), approximately 17.5 square miles would be required. To this should be added whatever land is deemed necessary for an adequate border park.

Usability of land

The Commission discarded all areas which suffered from unusual roughness, inadequate drainage or difficult building conditions. Weight was given to such favourable factors as the existence of areas suitable for building development within walking distance of one another, attractive scenic topography with varied terrain and the existence of lakes or the possibility of artificial lakes.

Property values and availability

The only information which was available to the Commission for a comparison of the cost of sites was the average assessed values of the towns in which they lay, and for a number of reasons these assessed values do not properly indicate the actual fair market values. For the five sites recommended to the General Assembly, actual property appraisals at fair market values were secured and are given. (See Annex 7, page 71.) It was not thought desirable to make a formal investigation of the amount of land which could readily be purchased in each site though there were indications that in each site there was some land for sale.

Displacement of population and institutions

Substantial areas of existing dense development and institutions, cemeteries, etc., were excluded from sites wherever possible, but of course some displacement could not be avoided.

Protection of site

(*a*) *Boundary.*

Boundary protection by parks, parkways, wooded areas, lakes, etc., was considered important. To avoid, as much as possible, the necessity to acquire areas for this purpose, sites were selected with a view to securing protection along their boundaries using natural barriers, such as ridges, rough land, lakes, and land in permanent public ownership, such as public parks and parkways.

(*b*) *Control of adjacent development.*

The Commission sought information about "zoning," as it is known in the United States, around each of the sites. This is desirable as a protective device, but it may need to be supplemented by other devices because zoning alone cannot be depended upon to guarantee permanent protection. (See Annex 22, page 125.)

Access

The Commission adopted the principle that to be "near to New York City," any area should be not more than one and a half hour's distance from midtown Manhattan by the fastest means of public transportation, either existing or potential. Direct railroad access to a site was considered desirable, although a railroad conveniently near would be sufficient. For travel by motor car, routes

from New York along parkways and good entrance points from parkways were considered important. An airfield near the site permitting shuttle services to airports in New York was considered desirable.

Local public opinion

Opposition to the location of the headquarters in the sites selected was encountered in both counties. In some towns it appeared to be more vocal than in others but in all it was evident. The Commission did not find it possible to estimate the weight or significance of this opposition against the relatively unorganized support which appeared in every case. The figures of displacement are some measure, but since there are considerable areas in some sites which are for sale, mere displacement figures might be misleading. An analysis of factors in opposition is given in Annex 8, page 79.

The Commission made it clear from the outset that it would be accessible at all times to the local authorities on this question and conducted an appreciable number of meetings with representatives of the towns concerned. It has also interviewed individuals and groups and has received widely divergent views from the inhabitants of each site. The Commission has not attempted to combat this opposition, but as some of it was evidently coloured by misapprehension of the facts it has, wherever possible, endeavoured to place the true facts before the local communities in public meetings and through the press. While it is impossible for such a body as the Commission to evaluate all these views, it is apparent that in all towns there is opposition and in varying degrees.

Interference with existing local government

The Commission selected sites which would cause a minimum of interference with existing local government. The opinion of local authorities was taken from time to time as the Commission considered various sites, and studies were undertaken in consultation with local authorities to minimize any disruptions. It has, however, proved impossible to avoid some interference in the case of the large site. A description of local governments in Westchester County is given in Annex 9, page 81.

Availability of external facilities

The Commission considered that nearness to other communities, including New York City, was of particular importance in the case of the two, five, and possibly ten square mile sites, so that use might be made of housing, schools, shops, recreational facilities, etc. which are available in those communities.

Probability of metropolitan encirclement

The Commission considered that the encirclement of the headquarters by metropolitan development in the future would make expansion difficult and might affect the amenities of the site.

Public utilities

The Commission considered that interference with public utilities would be undesirable and for sites which lie within the watershed of the New York City Department of Water Supply, measures have been worked out with the engineers from the Department for its protection against contamination. (See Annex 70, page 83.)

In cases where highways, railroads, transmission lines or other public utilities are disrupted feasible methods of relocation have been considered.

Miscellaneous

Other criteria which the Commission used were the desirability of convenient recreational facilities, the minimum of disruption of public institutions, the absence of nuisances, the desirability of having in any site a location favourable to the construction of the official buildings and climatic conditions.

Chapter III

Method of investigation of sites

Inspections and investigations by the Headquarters Commission confirmed the earlier opinion that these two counties could provide a convenient, attractive and otherwise suitable site for the headquarters of the United Nations. A general description of the area will be found in Annex 11, page 85.

Selection of potential sites

The Commission began its task by eliminating those portions of the two counties which were more than one and a half hours from New York or which were unsuitable for obvious reasons such as intensive development, roughness of ground or interference with major arteries of communication.

As a result, four general areas were delineated in which potential sites could be found. (See Map II, p. 147.)

These four general areas were then inspected and maps and other data were studied until twenty-six potential sites were located. These twenty-six potential sites were analyzed by the Commission, using the criteria described in Chapter II, and for a variety of reasons eleven were rejected, leaving three of each size for further and more detailed consideration. (See Map III, p. 147.)

Final selection of sites

The authorities of the State of Connecticut and the County of Westchester were then acquainted with the boundaries of these fifteen sites and asked to arrange meetings between the Commission and officials from all the localities involved. As a result, a series of meetings were held at which the Commission discussed with officials and representatives of organized groups any problems which they wished to raise and sought from them information which would help in the selection of sites. The Commission also attended a number of public and informal meetings called by the residents of the areas involved. While these meetings were going on, further technical studies were being made of the fifteen sites. Taking account of the information obtained at the public meetings and from the technical studies, the Commission finally selected the sites now recommended, one of each size.

Intensive detailed study of these five sites was then undertaken to produce the data, including geologic conditions, (see Annex 12, page 87), contained in the following chapters of this report.

Chapter IV

Site 2

Detailed information about this site will be found in Annex 13, page 91.

Location and area

Site 2 is 2.99 square miles in area and lies directly east of White Plains in the Town of Harrison, approximately twenty-four miles from the centre of Manhattan and six miles from Long Island Sound.

Functions which could be accommodated

On the basis of the density of development adopted by the Commission for purposes of space calculation, the site will accommodate the official buildings but provide for only limited expansion. In addition, there is space on scattered parcels of land for a limited number of delegation buildings or hotels.

Value

The fair market value of the property in the site has been appraised at $5,250,000, excluding public parks, public buildings, roads, churches, cemeteries, public utilities and easements or rights-of-way.

Displacement of population

About 500 persons live on the site.

Boundary protection

The proposed boundaries would give good partial protection and additional protection could be provided by border parks within the site.

Access

The site has excellent rail and road access.

The Westchester County Airport which adjoins the site is capable of handling the largest four-engine aircraft now in commercial use.

Public opinion

There is both local opposition and support.

Interference with political units

This site lies entirely within the Town of Harrison and occupies about seventeen per cent of the total area of the town.

Availability of external facilities

In addition to services partly available from New York City, external facilities could be obtained from nearby towns if these facilities can be increased to meet the needs of the United Nations.

Water supply, sewage treatment, gas and electricity could be obtained from existing facilities.

Probability of metropolitan growth in surrounding areas

This site is in the path of anticipated metropolitan growth.

Interference with public utilities

There is no major interference with public utilities.

Expansion

This site could be expanded into site 5 but this expansion would be difficult and costly if not accomplished immediately.

Nuisances

Aircraft in flight might be a source of nuisance and building heights would have to be limited near the airport.

General

The site lends itself to landscaping treatment.

Geologic conditions in about half the site would make sub-surface construction costly.

One large estate and two country clubs occupy about forty-three per cent of the site.

Chapter V

Site 5

Detailed information about this site will be found in Annex 14, page 95.

Location and area

Site 5 lies east of White Plains in the Town of Harrison and is an extension of site 2. It contains 5.78 square miles.

Functions which could be accommodated

On the basis of the density of development adopted by the Commission for purposes of space calculation, this site will accommodate all the official buildings with an allowance for expansion, delegation buildings, hotels, and residences for about 11,500 people—an appreciable part of the community.

Value

The fair market value of the property in the site was appraised at $9,750,000, excluding public parks, public buildings, roads, churches, cemeteries, public utilities and easements or rights-of-way.

Displacement of population

About 1,200 persons live on the site.

Boundary protection

The proposed boundaries would give partial good protection and additional protection could be provided by border parks within the site.

Access

The site has excellent rail and road access. The Westchester County Airport which adjoins the site is capable of handling the largest four-engine aircraft now in commercial use.

Public opinion

There is both local opposition and support.

Interference with political units

The site lies entirely within the Town of Harrison and occupies about one-third of the total area of the town.

Availability of external facilities

In addition to services partly available from New York City, external facilities could be obtained from nearby towns, if these facilities can be increased to meet the needs of the United Nations. Water supply, sewage treatment, gas and electricity could be obtained from existing facilities.

Probability of metropolitan growth in surrounding areas

This site is in the path of anticipated metropolitan growth.

Interference with public utilities

There is no major interference with public utilities.

Expansion

This site could be expanded to the east and north-east, but this expansion would be difficult and costly, if not accomplished immediately.

Nuisances

Aircraft in flight might be a source of nuisance and building heights would have to be limited near the airport.

General

The site lends itself to landscaping treatment. Geologic conditions in a small part of the site would make sub-surface construction costly. One large estate and two country clubs are within the site.

Chapter VI

Site 10

Detailed information about this site will be found in Annex 15, page 99. A report from the representative of the Soviet Union on the ten square mile site is attached, at his request, as Annex 16, page 103.

Location and area

Site 10 is 12.8 square miles in area and is located east of Peekskill in the towns of Cortlandt and Yorktown approximately forty miles north of the centre of Manhattan.

Functions which could be accommodated

On the basis of the density of development adopted by the Commission for the purposes of space calculation this site will accommodate all the official buildings, with an allowance for expansion, buildings for delegations, hotels, and residences for 30,000 people—a greater part of the community.

Value

The fair market value of the property in this site has been appraised at $11,000,000, excluding public parks, public buildings, roads, churches, cemeteries, public utilities and easements or rights-of-way.

Displacement of population

The estimated all-the-year-round population is 1,196 persons, with an additional summer population of 593 persons.

Boundary protection

The proposed boundaries would give excellent protection around most of the site, and border parks could protect the rest.

Access

There is excellent road access and a railway station with good service to New York six miles from the centre of the site.

There is a small airport about ten miles east of the site and the Westchester County Airport is thirteen miles away.

Public opinion

There is both local opposition and support.

Interference with political units

Approximately half of the site lies in the Town of Cortlandt and half in the Town of Yorktown.

It occupies about nineteen per cent of Cortlandt and fifteen per cent of Yorktown.

Availability of external facilities

Limited facilities are available in nearby towns.

Water, gas and electricity could easily be made available on the site. The construction of the water supply and sewerage system within the site and a trunk-line sewer to carry the effluent beyond the watershed would be costly.

Probability of metropolitan growth in the surrounding areas

Remote.

Interference with public utilities

This site would interfere with one highway which could be re-routed at a reasonable cost. Otherwise there is no major interference with public utilities.

Expansion

Expansion into desirable land in the north-east is feasible.

Nuisances

There are no known nuisances.

Institutions

There are two institutions in this area: one a convalescent home for 200 persons, the other a home for the aged for twenty-five persons.

Location for official buildings

There are exceptionally scenic areas, each of limited size, for the erection of official buildings.

General

Geologic conditions and topography make development difficult and expensive.

If the problems of development of a ten square mile site were to be considered as intimately connected to those inherent in the development of the two and five square mile sites, the Commission points out that there exists a possibility to expand site 5 to ten square miles.

Chapter VII

Site 20

Detailed information about this site will be found in Annex 17, page 109.

Location and area

Site 20 is 14.67 square miles in area and lies in the Towns of Somers and Yorktown adjacent to the northern boundary of Westchester County. Its southern boundary is forty miles from the centre of Manhattan, and nineteen miles from White Plains. Its west boundary is five miles from Peekskill and seven miles from Harmon.

Functions which could be accommodated

On the basis of the density adopted by the Commission for the purposes of space calculations, this site will accommodate all the official buildings with an allowance for expansion, buildings for delegations, hotels and residences for 47,500 people or a substantially complete community without allowance for expansion and without adequate allowance for separation zones between neighbourhoods.

Value

The fair market value of the property in this site has been appraised at $12,000,000, excluding public parks, public buildings, roads, churches, cemeteries, public utilities and easements or rights-of-way.

Displacement of population

The estimated all-the-year-round population is 2,000 persons with an additional summer population of 600 persons.

Boundary protection

The proposed boundaries would give excellent protection except on the north and north-east. Because of this existing external protection, covering 3.56 square miles, the size of this site is less than twenty square miles as the United Nations would not have to acquire land for this purpose.

Access

There is good road access. A railway line with an indifferent service to New York runs through the site, but this service could be improved if this site were chosen. A railway station with good service to New York is about ten miles from the southern border of the site.

There is a small airport about five miles east of the site and two major airports are about sixteen miles away. It is possible to build an airport for shuttle service north of the village of Yorktown within the site.

Public opinion

There is both local opposition and support.

Interference with political units

Approximately two-thirds of the site lies in the Town of Yorktown and one-third in the Town of Somers.

It occupies about twenty-six per cent of Yorktown and fourteen per cent of Somers.

Availability of external services

Limited facilities are available in nearby towns.

Water, gas and electricity could be made available on the site. The construction of a sewerage system within the site and the carrying of the effluent beyond the boundary of the watershed would be somewhat costly.

Probability of metropolitan growth in the surrounding areas

Remote.

Interference with public utilities

Both the major highways which traverse the site could be left in operation. A transmission line traverses part of the site and it would be desirable to relocate it. One branch railway line in the area could be left in operation, though its abandonment might be desirable.

Expansion

Expansion is possible to the north into rough country, to the east into site 40, and to the south-west into site 10.

Nuisances

There are no known nuisances.

Institutions

There are no major public institutions in the area.

General

This site has the best geologic and soil conditions, which makes it favourable for community development.

Chapter VIII

Site 40

Detailed information about this site will be found in Annex 18, page 113.

Location and area

This site includes site 20 and an extension to the east. It lies in the towns of Yorktown and Somers, adjacent to the northern boundary of Westchester County. Its southern boundary is forty miles from the centre of Manhattan and nineteen miles from White Plains. The west boundary is five miles from Peekskill and seven miles from Harmon. It contains an area of 31.37 square miles.

Functions which could be accommodated

On the basis of the density of development adopted by the Commission for purposes of space calculation, this site will accommodate all of the official buildings, with an allowance for expansion, buildings for delegations and hotels, residences for 50,000 people: a complete community, with allowance for expansion, together with adequate land for separation zones between neighbourhoods and for border parks.

Value

The fair market value of the properties on this site has been appraised at $27,500,000, excluding public parks, public buildings, roads, churches, cemeteries, public utilities and easements or rights-of-way.

Displacement of population

The estimated all-the-year-round population is 4,090 persons, with an additional summer population of 2,750 persons.

Boundary protection

Boundary protection is excellent except to the north, where there is little development. Because of this existing external boundary protection, covering 8.97 square miles, the size of this site is less than forty square miles, as the United Nations would not have to acquire land for this purpose.

Access

There is good road access. Two railway lines run through the site, one of which would provide good service. A station on a railroad with good service to New York lies about ten miles distant from the south-west corner of the site.

A small airport (Somers) exists within the site and there are major airports ten and sixteen miles away.

Public opinion

There is both local opposition and support.

Interference with political units

Approximately two-thirds of the site lies within the town of Somers and would occupy sixty-four per cent of the town. The remaining one-third lies within the town of Yorktown and would occupy twenty-six per cent of the town.

Availability of external facilities

Limited external facilities are available in near by towns.

Water, gas and electricity could be made available on the site. The construction of a sewerage system within the site and the carrying of the effluent beyond the boundary of the watershed would be somewhat costly.

Probability of metropolitan growth in the surrounding area

Remote.

Interference with public utilities

There are a number of major highways traversing the area. There are also two railway lines and a transmission line in the area. Consideration might have to be given to closing or relocating some of these utilities.

Expansion

Expansion to the north and south-west is feasible.

Nuisances

There are no known nuisances.

Institutions

There are one large reformatory and two smaller institutions in the area.

General

This site has good geologic and soil conditions, the best being in the western part, but the eastern part is suitable for open residential development.

Chapter IX

Airport and radio stations

The Commission gave consideration to the inclusion of an airport in the sites, but after consultation with the Secretary-General (see Annex 4, page 45) it decided that an airport adequate for international transportation exclusively controlled by the United Nations would not be necessary. Adequate airports are available at reasonable distances from all sites, and the Westchester County Airport is adjacent to sites 2 and 5 (see Annex 19, page 117). For sites 10, 20, and 40 either the Westchester County Airport or the Somers Airfield could be used for a shuttle service to main terminals. If necessary an airport could be built north of Yorktown Village.

After consultation with the Secretary-General (see Annex 4, page 45), the Commission considered adequate radio facilities necessary. Preliminary explorations have shown that only in Long Island are there satisfactory locations for both transmitting and receiving stations to serve any one of the five sites. Determination of specific radio station sites must await more exact definition of requirements and decision on the location of the headquarters site (see Annex 20, page 118).

Chapter X

Special legal, financial and administrative problems arising from the acquisition of any site

The legal capacity of the United Nations to acquire and hold land for its headquarters derives from Articles 104 and 105 of the Charter and section 1 of the General Convention on the privileges and immunities of the United Nations approved by the General Assembly on 13 February 1946. This capacity is recognized and confirmed, in so far as the United States is concerned, by the International Organizations Immunities Act passed by the Congress and approved on 29 December 1945.

The United Nations has, however, no power to acquire land within the territory of any of its member nations, otherwise than in accordance with the appropriate laws of their governments. Moreover, if it is considered essential that the United Nations should enjoy at least limited political jurisdiction over the land within its headquarters site, this can only be acquired with the consent and in accordance with the laws of the Member Nation within the territory in which the land lies. (See Annex 21, page 121.)

After consultation with appropriate authorities, the Commission considers that in connection with the transfer of title to the land, together with the degree of political jurisdiction over it, contemplated by the draft of the proposed convention with the United States, appropriate action by the legislature of the State within which the land lies, as well as by the Congress of the United States, will be desirable. It is assumed that such action will be taken in due course, following the decision of the General Assembly as to a definite site.

The tentative provisions of the basic agreement with the United States are set forth in the draft of 20 June 1946 of the proposed convention between the United Nations and the United States. Under section 40 of this Convention the United States Government will assume ultimate responsibility for the fulfilment of the obligations imposed on the State and local authorities. By reason, however, of the decentralized nature of the United States Government and the high degree of local self-government assured by its Constitution, not only to the States but to the subordinate governmental and administrative units within the States, it is to be anticipated that difficulties may arise and substantial cost may be involved in carrying into effect certain of the provisions of the Draft Convention, in particular those of:

(*a*) Sections 3 and 5, in so far as they provide for the creation of an optional zone surrounding the headquarters site over which the United Nations would enjoy an option for future expansion and for the possibility of payment of compensation to the owners of the land therein; and

(*b*) Section 31, providing for control of the use of land and buildings within this zone (but outside the headquarters district) and in the vicinity of the zone beyond its boundaries.

The Headquarters Commission is of the opinion that serious legal problems and substantial cost might be involved in the practical application of sections 3 and 5 of the Draft Convention in so far as they provide for a perpetual option over the land in the "zone" outside the initial headquarters district.

In view of the difficulties anticipated in the practical application of these provisions of the Draft Convention and the tentative nature of the estimate of the requirements, the Headquarters Commission believes that the best way to avoid difficulties is that the United Nations should purchase, within the site chosen by the General Assembly, the total amount of land required for its headquarters, but that this can only be determined after the requirements are more exactly defined and the method of development of the community area has been decided upon.

The normal means which might be used to control the use of land in the areas adjacent to the headquarters district, whether within or beyond the zone as defined by the Draft Convention, are the exercise of the police power by the enactment of building codes, health, sanitary and fire laws and codes, licensing and, in particular, community planning and zoning. This power is vested in the State and local governments to the exclusion of the Federal Government and it follows that unless the Federal Government acquires title to or some proprietary interest in the land, control over these areas must be exercised by the State or local governments. Moreover, all measures taken under the police power are subject to modification by the legislative bodies which impose them or by the courts if the controls become unreasonable under changed conditions.

The State of New York and the County of Westchester have been pioneers in the fields of community planning and zoning and, generally speaking, adequate and progressive laws and ordinances on planning and zoning are in force in all the areas adjacent to the proposed sites with the exception of the towns of Cortlandt and North

Salem where zoning ordinances are presently in the process of adoption.

Informal discussions with representatives of the municipalities (towns, cities, and incorporated villages) in the areas surrounding the sites have resulted in assurances of co-operation in the making of such modifications in existing laws and ordinances as the changed conditions following the establishment of the headquarters district may require. While the sincerity of these assurances cannot be doubted, it must be recognized that action by the numerous local authorities involved may not result in the full degree of permanent protection desirable and it may eventually become necessary to seek other means of meeting this problem. (See Annex 22, page 125.)

One of the major problems in connection with the acquisition and development of the United Nations headquarters will be the provision of the required funds in dollar exchange. While not strictly within the terms of reference of the Commission, this problem nevertheless has a definite bearing on the location and size of the site to be selected. In Annex 23, page 129, various alternative methods of financing the acquisition and development of the site are suggested. It has been assumed that, in any event, the official buildings area will be acquired and the buildings thereon erected and maintained by the United Nations itself. It is suggested that, with respect to the acquisition and development of the Community Area, one of the following alternatives might be explored:

(*a*) Ownership and development of the community area by the United Nations through the Secretary-General or by a special authority created by the United Nations, which would enjoy an autonomous status with power to hold title to the land and to borrow the funds required for its development.

(*b*) Ownership of the land directly by the United Nations but development thereof by private enterprises, to which the land would be leased, with funds provided by them.

(*c*) Ownership and development of the land by a Federal or State governmental authority with funds provided by it but under agreements satisfactory to the United Nations.

A second major problem having direct bearing on the location and size of the site to be selected is that of management and administration of the site and, in particular, of the community area.

The two aspects of this problem are (1) the management and maintenance of the buildings themselves involving the numerous problems which arise from the landlord and tenant relationship; and (2) the provision of the local government and public services.

The extent to which the United Nations will be directly concerned with the first of these aspects of the problem will vary greatly depending upon the measures adopted for the development of the community area. It is suggested, however, that the United Nations must assume a definite degree of responsibility for assuring adequate housing for its personnel, as well as for their general well-being, upon which the efficiency of the operations of the headquarters would largely depend. Unless this is done, the large portion of the headquarters personnel who are not United States citizens and therefore not familiar with conditions in the United States may be at a distinct disadvantage.

The second aspect could be met by operation and management by the Secretary-General or by the setting up of an *ad hoc* municipal corporation under the general supervision and control of the Secretary-General. The latter arrangement would assure to all of the regular residents in the community area, regardless of citizenship, a voice in local government and a share in the responsibility for fixing the standard and bearing a part of the cost of public services.

Reference is made to Annex 23, page 129, for a further discussion of these matters.

With regard to possible future needs of the United Nations, the Headquarters Commission recommends that, in case the General Assembly resolves that further land outside the site is required, the United States, in accordance with the decision of the General Assembly and in agreement with the United Nations, should make available such land as is required. (See Annex 21, Section IV, page 122.) This land might be part of the area owned by the above mentioned governmental authority, if it should be created, or outside this area.

While property of the United Nations is exempt from direct taxation, a narrow interpretation of the principle that the United Nations will pay only such taxes as represent the cost of public utility services would result in hardship to the towns and special districts from which territory is taken to create the headquarters district. It is suggested that in addition to payments for direct services rendered by adjacent municipalities, consideration should be given to paying an equitable portion of the present indebtedness of the towns and special districts and to making a graduated payment in lieu of taxes to assist the local governmental units to meet their general administrative expenses over the substantial period which will be required for them to adjust these expenses to the changed conditions. The exact amount of these expenses should be agreed upon with the appropriate authorities after selection of the site. Further discussion of and data on these problems will be found in Annex 24, page 135.

Chapter XI

Considerations of policy which may assist the General Assembly in determining the size of the Headquarters Site

The Commission suggests to the Assembly that there are certain factors which should be taken into consideration when deciding upon the most desirable size for the headquarters site of the United Nations. Estimates of requirements contained in this report are based on the best available information but are of necessity preliminary and approximate only and require further detailed study.

There are three possibilities for the general character of the Headquarters:

(*a*) It could be of such a size that it would contain only the official buildings of the United Nations, specialized agencies and delegations. This would mean that the United Nations would not assume full responsibility for the housing and social well-being of its personnel, nor would it have substantial control over the area surrounding the official buildings.

(*b*) It could be of such a size that the United Nations could build not only the official buildings referred to above, but it could also assume responsibility for the housing within the site of some of its personnel, delegates, etc., and the population needed to provide community services.

(*c*) It could be of such a size that it would contain not only the official buildings but also housing within the site for all its personnel, delegates, etc., and the population needed to provide community services.

A number of different methods of developing the community are discussed later in this report.

If the first possibility is adopted, it will mean that a relatively small area will be owned, developed and maintained by the United Nations. All necessary facilities, such as houses, schools, hospitals, etc., would have to be found in either existing or future communities in the neighbourhood of the headquarters, or in New York City and their availability would depend on private initiative and enterprise.

This does not necessarily mean that the United Nations could dissociate itself from the housing and general community problems of its personnel who probably would encounter difficulties in a country strange to them. The housing situation in the New York metropolitan area is difficult and will continue to be so over a considerable period (see Annex 25, page 141), and the high rentals would probably raise the question of a housing subsidy or salary increases. If the United Nations did dissociate itself from the well-being of its personnel, the effect might be detrimental to the efficient working of the Organization.

An advantage of this policy to the United Nations would be that the capital investment in the headquarters would be smaller and the United Nations would not have to undertake the task of managing the community area, although, as will be pointed out later, in the case of a larger site the financing and management of a community area might be provided by some agency other than the United Nations.

If the headquarters is to contain only the official buildings and if new communities for the United Nations are not constructed, the site should be near existing developments where external facilities are available as in the case of Site 2. This requirement inevitably brings the headquarters into an area where land costs are high and the appraised value of site 2 is $5,250,000.

This site will accommodate the official buildings but provide for only limited expansion. In addition, there is space on scattered parcels of land for a limited number of delegation buildings or hotels. This site is almost certain to be surrounded by metropolitan development and, after this occurs, the acquisition of adjacent land would be costly and might prove difficult. The number of residents in Site 2 is approximately 500 persons.

In the opinion of the Commission, all financing, development, and management of Site 2 should be undertaken by the United Nations itself.

If the second possibility is adopted, it would mean that the United Nations would require a medium sized area though, as will be discussed later, it need not necessarily own the land for the community area. In a site of this size, the United Nations would have to rely in part on the surrounding communities and New York City to provide external facilities.

Two of the sites recommended by the Commission allow for this possibility. Site 5 will accommodate all the official buildings with an allowance for expansion, delegation buildings, hotels, and residences for about 11,500 people—an appreciable part of the community. Site 10 will accommodate all the official buildings with an allowance for expansion, buildings for delegations, hotels, and residences for 30,000 people—the greater part of the community. The appraised value of Site 5 is $9,750,000 and of Site 10 is $11,000,000. The number of residents in Site 5 is approximately 1,200 persons and in Site 10 approximately the same.

If the third possibility is adopted, the United Nations would require a relatively large site providing areas for official buildings and the community. All necessary community facilities would be available. The United Nations would be in a position to provide desirable social conditions for the international personnel, as well as to control the general character of the community adjacent to or surrounding its official buildings area. It could arrange for development and management in such a way that a proper atmosphere would be assured. Because a site of such a character does not depend to any large degree on surrounding communities, the site can be removed from developed areas and consequently located on cheaper land. On the other hand, the total area must be larger.

Two of the sites recommended by the Commission allow for this possibility. Site 20 will accommodate all the official buildings with an allowance for expansion, buildings for delegations, hotels and residences for 47,500 people—a substantially complete community, without allowance for expansion and without adequate allowance for separation zones between neighbourhoods. Site 40 will accommodate all the official buildings, with an allowance for expansion, buildings for delegations, hotels, and residences for 50,000 people—a complete community, with allowance for expansion, together with adequate land for separation zones between neighbourhoods and for border parks. The appraised value of Site 20 is $12,000,000 and of Site 40 is $27,500,000. The number of residents in Site 20 is approximately 2,000 persons and in Site 40 approximately 4,000 persons.

The policy for the development and management of the community should, in the opinion of the Commission, be given detailed study because of the inherent problems; e.g., expense, local government, and maintenance. The following alternatives are suggested.

In the first place, the United Nations could finance, develop and manage the community itself, in which case it would become involved in all the difficulties related to such a problem. On the other hand, it would have complete control over all matters related to housing its personnel and the development of the area adjacent to its headquarters.

If the United Nations does not wish to undertake these responsibilities but still wishes to retain some control over vital matters, other methods of development are:

(*a*) If the title of the land to the community area were acquired by the United Nations, it could lease the community area in whole or in part to one or more tenants for development and management on conditions to be laid down by the United Nations. Under this policy the financial and management problems would be avoided by the United Nations for the most part. (See Annex 23, page 129.)

(*b*) The other possibility would be for a United States governmental authority or another agency, public or private, to own, operate and maintain the community area under arrangements satisfactory to the United Nations. Besides avoiding the difficulties mentioned above, this would not involve the United Nations in an investment in the land for and development of the community area and the United Nations would have to acquire only a relatively small official buildings area on low-priced land. From the standpoint of the United Nations, this alternative would also solve the problem of local government and public services, as well as the problem of the control of the use of the land in the vicinity of the official buildings area if this authority, besides owning the community area, also owned a border park area and certain rights in an additional surrounding territory. A community area owned and developed by such an authority, to which no special immunities would be attached, would facilitate the intermingling of the international personnel with the people of the United States and thus avoid the artificiality of an exclusively international community. Such a policy of intermingling might make displacement of population in the community area in general unnecessary.

The Commission considers that the convention or agreement between the United States of America and the United Nations should be drafted in such a way that any of these alternative methods of development would be possible and be fully covered by it.

ACKNOWLEDGMENTS

The Headquarters Commission wishes to express its appreciation and gratitude to all those who assisted it in the completion of its tasks. It is especially grateful for the co-operation of the Governor of the State of New York, the Honorable Thomas E. Dewey, and the Governor of the State of Connecticut, the Honorable Raymond E. Baldwin.

The representatives of the Governor of the State of New York, Senator Pliny W. Williamson and Mr. Orrin G. Judd, former Solicitor-General of the State of New York, and the Committees set up by the Governor of Connecticut, under the Chairmanship of Mr. Roger S. Baldwin and Mr. Kingsley Gillespie, to assist the Commission, made it possible to overcome many of the difficulties which faced the Commission during its studies.

For Westchester County, the Honorable Herbert C. Gerlach, County Executive, and for Fairfield County the Honorable Henry Hunt, Executive Director of the Commission on Intergovernmental Co-operation of the State of Connecticut, provided a valuable and tactful liaison with the local authorities.

Mr. Gustavus T. Kirby, Chairman of the Westchester County Planning Commission, and his staff co-operated closely with the members of the Commission and with the Headquarters Planning Staff. Their knowledge of the region and the information which they made available to the Commission were of great value.

The Regional Plan Association, Inc., of New York City, the Public Buildings Administration and the Public Road Administration of the Federal Works Agency, under the direction of Major-General Philip B. Fleming, Administrator, and the Tennessee Valley Authority permitted members of their staffs to join the Headquarters Planning Staff; for this the Commission is very appreciative.

The United States Army Map Service, by the direction of Lieutenant-General R. A. Wheeler, Chief of Engineers, prepared and printed maps essential to the Commission during its work, for which the Commission wishes to record its appreciation. The Commission is likewise grateful to the American Geographical Society of New York for their co-operation in furnishing information used in the compilation of maps.

ANNEX I

REPORT OF THE FRENCH DELEGATE

[Original French and English Text by Mr. Le Corbusier]

SUMMARY

CHAPTER I

DISCRIMINATION:
WORLD CAPITAL OR HEADQUARTERS?

Words are bearers of their own destiny. The assignment is given to establish the Headquarters of the United Nations in the United States. Headquarters means an assemblage of persons and instruments at a given spot connected with the zone of operation by the most efficacious means of communication. The zone of operation is, in this case, the entire world, all points of which are known and accessible today.

In the present debate the word Headquarters carries with it a further meaning which should be pointed out; it implies a notion of indeterminate time, the time that is needed to carry to success the undertakings at hand; it signifies action, fruitful dealings, the battle for results, but in no way does it evoke the perpetuity of immortal institutions. Everything is mortal, beginning with leagues, confederations, unions. This is not meant to be pessimistic or skeptical, but is intended to throw a light on the debate, a clear one and not an illusory one.

The word "World Capital" is nothing but ambiguity, uncertain dimensions, emphasis, and artificial content. It is a source of error, bloated with false deductions. One has a vision of this capital burdened at the outset, by the construction of a palace of necessity pompous and "capable of expressing for future centuries the majesty of the institution". (League of Nations, Geneva, 1927). Sublime contours confirm its pretentions. Then, the city expands and extends. Crowds flock: speculation, business, theaters, night clubs and groceries . . . Edifying comparisons: If Washington is the capital of the United States, if Paris is the Capital of France, London, of England, Moscow of U.S.S.R., our "World Capital" needs be at least as magnificent and grandiose, if not more so! Confronting such a menace, the inhabitants of Connecticut, terror-stricken, took the bit between their

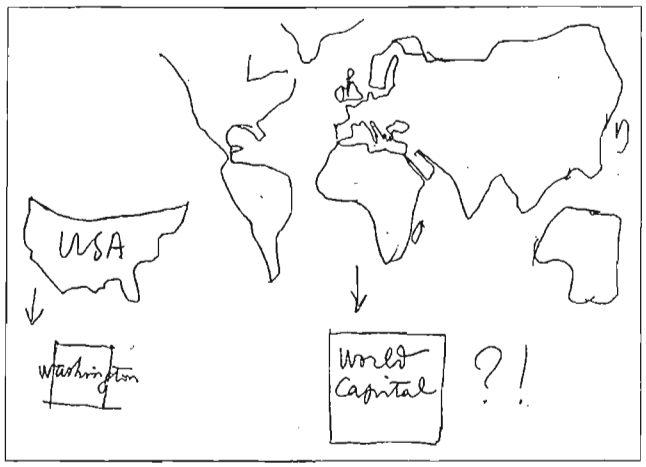


PLATE 1

teeth and flatly voted against the invasion of their domain by the people of the United Nations.

Such is the malice of words!

I would clarify further: If the word "Headquarters" brings to mind "LIFE", "World Capital" brings to mind "ACADEMISM". And here, we come to two poles of thought, the very basis of the debate:

ACADEMISM or LIFE?

Here lies the fate of the United Nations, and, consequently, the fate of the world: academism or life?

* * *

The uncertainty was such that the General Assembly of the United Nations mandated its Permanent Site Commission to examine sites, whose area could vary from two square miles to five, ten, twenty or even forty miles!

It is truly worthwhile to seek and discover the elements by which this problem can be more closely examined.

CHAPTER II

FUNCTIONS: Dwelling
Working
Culture of body and mind
Circulation

(a) Permanent Functions
(b) Intermittent Functions

The resolving of the four primordial functions of urbanism as inscribed in the "Athens Charter"[1] of 1933 by the CIAM[2] has made it possible to frame and discuss the urban phenomenon. These methods have succeeded, by classification, in placing hours of life at man's disposal, as well as the new and wonderful machinery brought to him by new technics and developed to their highest degree of possibilities and realization.

These four operations: dwelling, working, the culture of body and mind, circulation, must be performable in their entirety with neither waste nor delay, beneficial alike to the individual and to the community.

DWELLING is to live alone, in the real sense, or with the people of one's home, during the twenty-four hour solar day which encompasses human existence and sets the rhythm of man's labour; that short span of time that can be filled with success or bring failure in its course. Time situated between a rising sun and a sun rising again.

One day, one night: alternation imposed by nature as the key to our actions—primary cycle of man's existence. A day marked by failure or a day fruitful for body and mind—essential factor determining happiness or unhappiness.

The home is the basic social cell containing that inestimable side of life: intimacy, the feeling that one is master, king of one's domain, dependent not on others but on one's self alone, or on those whom one has merged into the structure of one's life; wife, children, hearth, both material and spiritual shelter. Indispensable factors assure its realization: silence, independence, the great forces, both cosmic and natural provide the favourable environment for the human being.

Sun, space, greenery, these with stone, brick, steel and cement are the real elements which go to create man's dwelling.

Sociability will yield its rewards, not only for practical ends, but will enrich mind and feeling

[1] "The Athens Charter" published by the CIAM (France) Plon, Paris, 1942.
"Can Our Cities Survive?" by Jose Luis Sert, Harvard University Press, Cambridge, Mass. 1942.

[2] "International Congresses for Modern Architecture" founded in 1928 at the Chateau de la Sarraz in Switzerland. The CIAM with its directive committee CIRPAC (International Committee for the Realization of Contemporary Architectural Problems), have grouped the active elements of architecture and urbanism throughout twenty countries and four continents. By their congresses, by the decisions of the CIRPAC through national or international publications, these organizations have stated the problems of construction in mechanized civilization; architecture and urbanism joined together in the structure of a single science.

by communal experience. Men form groups to help each other and to experience gladness.

The intangible and sacred solitude of the home, the pleasures of sociability, such is the binomial problem set for architecture and urbanism. Dwelling is the first to assure SHELTER, harmonious creation of collective man and individual man.

WORKING is contributing one's living intelligence to others, and thus to one's self. Work may be efficacious or sterile according to whether its programme is ill or badly drawn up. It can be accomplished in an atmosphere of ease and freedom, or on the contrary in one of constraint and discomfort. It can absorb the vital intensity of the worker and strengthen him but it can also overwhelm, exhaust him, ruin his physical and moral health. Constraint or joy are the two poles of his domain, and the magnetic power of the one or the other pole will greatly depend on the material measures undertaken. The modern world is divided between those who painfully submit to work and those who undertake it with passion. Some prepare the harvest; others exhaust themselves. There is no real happiness if work has not been raised to a level of dignity.[3] The civilization we live in is one of work.

CULTURE OF THE BODY, is to care with wisdom for one's bodily frame—the human body, the most perfect machine in the world, the physical prop of our whole existence. The body can thrive or wither; be resplendent or decay in sickness and deformity.

Our body is given to us and it is up to us to do something with it. It must be nurtured, maintained. Culture of the body is to put its living mechanism to work: breathing, developing muscles, should be a natural and daily institution to insure the working of the whole organism. For this, adequate shelters and environment must be chosen. It is for architecture and urbanism to create the means. All ages are involved from birth to death, we cannot abdicate, we cannot allow ourselves to be beaten. Culture of the body is to live, to master adversity, to ward off sickness rather than prepare the sickbed. Optimistic action brings optimism as its gift. It means to act, and not to endure, to be good-looking and not ugly. To be good-looking is not a foppish aim, but attests confidence in living.

CULTURE OF THE MIND is to partake of the works of nature and of the works of men. There is no limit to the knowledge which is ours to grasp, although we need not set ourselves pretentious goals. We must realize that miracles are always possible. Understanding can spring from any soil where seeds have been planted. The seeds we sow give us the right to the crop. Modern society owes it to itself to sow on all land, to create favourable occasions to intervene at favourable opportunities to guide instincts, even unconscious ones; to bring into contact men, sites and buildings to the organization of which architecture and urbanism hold the key.

CIRCULATION is precisely solving the problem of contact, establishing contact without waste motion and wastage of men's lives. Waste takes two forms: absorption of one, two or three hours each day in transportation by car, train, bus or subway, wearing down the person and irretrievably losing time in the relentless circuit of the solar day. And, on top of this, the dreadful waste of modern times which strikes so heavily in mechanized societies above all in the United States of America: the hours of work—enforced each day and upon each one of us to pay for the fatal error of excessive urban distances. The disease is characteristic: roads, railway tracks; vehicles had to be constructed; houses, covering endless ground had to be provided with necessary utilities and all kinds of canalization; there was, and still is, the need for materials, goods, merchandise, for the daily maintenance and personnel for upkeep. This is an enormous part of modern labour pulled back, held back or requisitioned to pay for an error of urbanism—long distances. Our modern world, lulled by the idea of freedom, is in reality plunged into a most characteristic and irrefutable

[3] Consult the works of L'ASCORAL (Assembly of Constructors for an Architectural Renovation), particularly "Les Trois Etablissements Humains," Paris, Denoel, 1945.

THE 24-HOUR SOLAR DAY

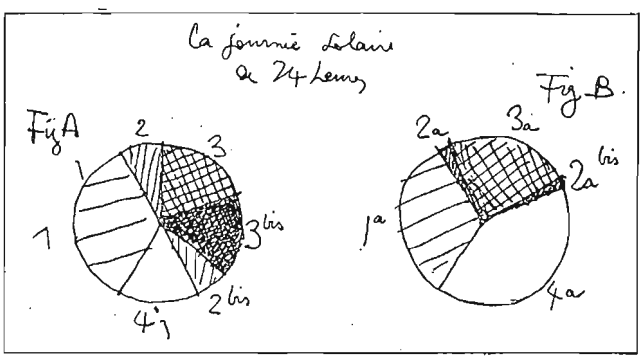


PLATE 2

slavery, "THE GREAT WASTE"[1] of our time. And yet it was only a question of bringing men into contact with their places of work and their places of leisure, keeping unceasingly in mind the solar day which distributes our time.

The miracle of modern mechanized speed should contribute to liberation and not crush us under the burden of brutal daily constraint. Daily functions must fit into the laws of nature.

Man, having succeeded in rationally grouping and locating his establishments, would regain the use of his legs, and by his decisions place urban problems on a new basis. Mechanization liberates. It should be used at will. It will cease to be the despot which, often to man's sorrow, places man on wheels.

What has been said here is expressed in the two diagrams:
Figure A. A disk representing the solar day as used at present;
Figure B. A disk showing another solution.

Figure A showing:

(1) The eight sleeping hours;
(2) One hour or one hour and a half of added transportation;
(3) Eight hours of work, to assure goods and services for the community.

But (3-bis) shows us a peculiar snatch-back: half a day's work—neither more nor less—is in reality used only to pay for the great waste of our modern times, a consequence of our badly regulated cities. (2-bis) shows function (2) in its opposite direction. Finally (4) accounts for the leisure hours, relegated to the darkness and weariness of the day's end.

Figure B proposes the solution for a new era:

(1-a) The eight sleeping hours;
(2-a) and (2-a bis) The few moments given to transportation;
(3-a) Four hours of productive and effectual work giving products for consumption (manufacture and distribution);
(4-a) Accounts for the remaining, available hours in a balanced day.

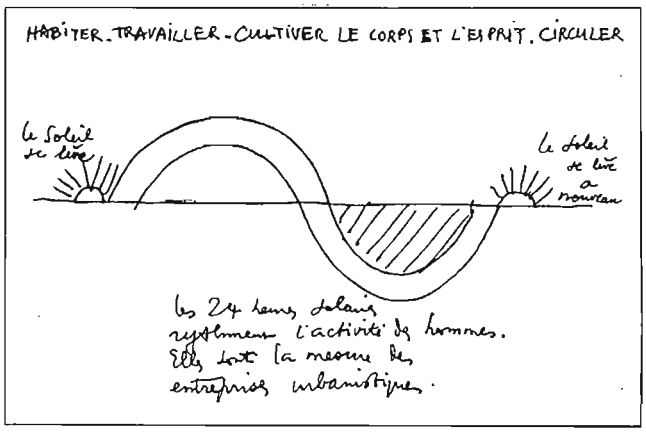
Visibly this is no small event but, the question of hours of leisure is raised, calling for a solution: the outstanding question in architecture and urbanism; still and always, sites and buildings are to be provided.

The problem expounded appears in its full importance when the four daily functions combined in a single graph indicate the alternating events of the twenty-four hour solar day.

[1] "Quand les cathédrales étaient blanches." Plon, Paris, 1936.
"When the Cathedrals were White." (to be published) Reynal and Hitchcock, New York, 1946.

DWELLING — WORK — CULTIVATION OF BODY AND MIND — MOVEMENT

The rising sun



The sun rising again

PLATE 3

These are the measure of urbanistic endeavours.
human activities.
These are the measure of urbanistic endeavors.

CHAPTER III

PEOPLE OF THE UNITED NATIONS

People of the United Nations fall into two categories:

(a) Permanent
(b) Transient

(a) *Permanent*

The major officials and the staff as a whole will constitute the stable, permanent population of the Headquarters. This population is entitled to the functions of the city, with adequate provisions for their living. The people under consideration may be classified thus:

Single men or women
Couples
Couples with children.

These couples with children will include the

women attached to the home or working outside. As the years go by, there will be a mutation of unmarried people into couples and homes with children.

The problem of rearing and educating children and young people will arise. Twenty years (one generation) will witness the disappearance, through death or retirement, of the first comers. The growth of families will bring about new homes. The problem is clearly given, and in good time: Will the United Nations Headquarters after the first twenty years have become a place sheltering families and persons not belonging to the institution itself? This could bring a dangerous violation of the principles adopted at the outset of the planning of the Headquarters and cause the evolution of a henceforth boundless city. A directing principle should settle this fundamental question from the start: the U.N. Headquarters would allow housing (with its indispensable corollaries) only to its actual personnel; no person foreign to the U.N. should be entitled to residence. Persons ceasing activity with the U.N. should be required to leave.

(b) *Transient*

Whether his stay be long or short, the man of this category is a traveller, that is a man snatched from his usual habits, uprooted from his home. The major part of his day is taken up by his mission. But, as all travellers, he will fall upon many empty and often depressing hours. This man must be taken care of, appropriate facilities must provide for his well-being and for proper mental stimulation. The success of his mission will in great part depend on his physical and mental equilibrium.

When his daily work is over, he must not be left derelict. He is someone whose minutes beat at a different rhythm: his travelling, from the point of view of comfort and duration, his expenses, his "stay in his room", all these should be attentively cared for. There should be thoughtful regard to the use of his free hours, so that they may give him a salutary reaction to the details, the fatigues of his efforts—all these constitute the problem of architecture and urbanism—volume and distance, time and space.

The fate of the world may depend on these transitory guests, the United Nations travellers. Omnipresent in the mandate or idea that has brought them here is their living integriment: body and mind. Essential, outstanding problem to be solved by architects and urbanists.

CHAPTER IV

SPIRIT OF THE UNITED NATIONS TO EXTEND HARMONY

From the beginning to the end of its mission, the United Nations' one goal is: to extend harmony. Harmony is established by bringing into a right relationship, diverse factors co-existent or in conflict, according to the fact. At the present hour, the modern world, offspring of technical advance, is in chaos. The means and the goals are not recognized, means and ends are not aligned. A gigantic ballast, crushing, habits acquired through centuries of civilization, consecrated by custom, ossified by convention, blocks the new roads opened up by the sorcerer's apprentice, who unleashed the coming of the modern world. Admirable harmony or abominable catastrophe: This depends on the choice we will make. No longer can we procrastinate, put things off, or consider the problem from an accidental angle. A Cartesian hour has struck. We must provide ourselves with an instrument of measurement and this instrument will be MAN. Tasks must be reevaluated, nothing accepted *a priori*. We must return for awhile to scratch, consent to the now most current psychic operation which has become most urgent: judgment.

Two worlds stand opposed: academism and life. By academism we mean: to evaluate things by ingrained custom. We know how often these values in their ferocious persistence become the indomitable enemy of life, and the fixation point of the weak. Reaching this point academism turns to a state of conviction, becomes a blind act of faith, stubborn rampart of society and morals. But, life is different, unbridled, without respect; it develops like nature in Spring, according to the currents of irresistible forces which at a given time result from an evolution that has matured from an inherent revolution that has determined the irrevocable play of seasons. Grow with the season or die with the season? Great disturbing events having occurred, their consequences are hard upon us, tolerating neither delay nor evasion.

The crisis calls for men of courage and inspiration, strength and perseverance. The United Nations faces the choice: *Academism or Life. And this will determine its destiny.*

Coming to the question of the city destined to shelter the Headquarters of the United Nations, there surely cannot be the slightest hesitation: we will draw upon the prodigious resources of technical accomplishment, we will employ those forces that have been acquired by the mechanizing world during its first hundred years, an era prodigious in discoveries and conquests. In these United States where everything already exists, yet where nothing really is finally determined, we will not waver as to what line to follow. We will look forward and not backward.

Alas, this country, like others too, is at the crossroads. A choice is possible, though through

timidity or fear of radiant discovery, some would look backwards. The United Nations, spontaneous creation in the fading hour of a society outmoded by the élan of a new life, the United Nations must take heed! Bad shepherds are not lacking!

The United Nations must admit where its city is concerned, that its role obliges it to be an example for the world: it will open the gates to the future. If, by unfortunate misadvanture or tragic breach of faith these gates should close, the United Nations would prove unable to assume the role of anticipator of these new times. The United Nations will reap the mature harvest of our present day: the admirable and splendid harvest in thought and techniques of modern times, the United Nations will repudiate the now inadmissible errors. In the question of its city, waste will be abolished; this waste which gives the illusion of abundance to a society that it exhausts.

The United Nations, in its Headquarters about to be realized, will propose an example based on these constructive postulates:

Respect for the laws of nature
The efficacious and positive solar day

Harmonious performance of the four functions for which urbanism is responsible:

Dwelling
Working
Culture of body and mind
Circulation

CHAPTER V

EXAMINATION OF THE SITES

Can we, in the light of the ideas developed in the foregoing pages, proceed to an examination of the sites? Do we possess adequate criteria?

These are our points of evaluation:

For permanent residents:

1. Establish "natural conditions", sun, space, greenery.
2. Do away with daily long distance mechanical transportation between places of dwelling, places of work, place of recreation.
3. Organize home life to free the housewife of her harassing daily toils: create an organized supply system, a health service, provide for day nurseries, kindergartens, elementary schools, clubs for the youth of diverse ages (from 7 to 20).
4. Provide a physical education program with heliotherapy and hydrotherapy, sports facilities within immediate reach.
5. Ensure the independence of each household by sound insulation and separate views.
6. Make opportunities for intellectual development available to all members of the community by the possibility of real contact with the immense resources of a nearby metropolis.
7. Foster the formation of a state of mind which will exclude egoism and bring forth the values of individuals and of the community.

For the transients:

8. Perfect hostelry accommodations. Replace the room by the apartment, no matter how small.
9. Create clubs to favour the meeting of temporary visitors.
10. Sport facilities in the immediate reach.
11. Instantaneous contact with the immense resources of a neighbouring metropolis and with its inhabitants.
12. World-wide transportation of the most favourable kind (land, rail, sea, air).
13. Reduce to a minimum all loss of time: conceive a city, concentrated in height, aired in vast spaces, where eyes and lungs will have benefit of the natural beauty and resources, where the mind will grasp time, master it, reduce it, put it to use.

Let us weigh the sites:

1. *Rockefeller Center*

First, New York, most intensive point between the Pacific and the Atlantic worlds. Having chosen this city, it might have been possible by a most valorous action, to take and settle the heart of New York, mobilize Rockefeller Center, and hoist the flags of the United Nations, no longer as mere scenic decor.

By our criteria, the following points would have been satisfied: 2, 6, 11, 12.

New York is a terrifying city. For us, it is menacing. We are not wrong in keeping at a distance!

2. *The Palisades*

Beyond Washington Bridge a red granite cliff rises over the Hudson offering a natural pedestal for the city we are to bring into being. The land is free, in a state of wilderness. It is separated from Manhattan by the Hudson River. It seems feasible and even desirable. On this spot, from the very height of the Palisades, the outlook is different, both physically and spiritually. From the top of these cliffs Manhattan, on the horizon, is exciting but debatable: great spectacle of power but also one of disorder. Romantic, fascinating, especially at night, but irritating in the long run. Washington Bridge so magnificent when seen from below on the left bank is at a disadvantage viewed from up here on a same level with it. But, above all, contrary to the urbanist's hope, the Palisades are not the vast plateau he dreamed but a mere rocky

crest. The land is a slope, inclined to the opposite side where it joins the New Jersey plains which lack all charm whatsoever. There is no plateau on which to set a city, only a slope in the wrong direction leading the eye to a site without attraction and with little promise. The Palisades seen from Manhattan hold a promise . . . which they fail to keep!

Of our criteria, the following points were satisfied: 1, 2, 3, 4, 5, 6, 8, 9, 10, 11, 12. Points 7 and 13 show question marks.

3. *Flushing Meadow*

An equivalent proposal on the other side of Manhattan, on the East River. Well-meaning people would lead us there. Already, they have persuaded the United Nations to settle its temporary seat there for three years; from this temporary home they have hopes of converting it painlessly into a permanent one.

Instead of New Jersey, we have Long Island, with its parkways reaching to and from the great Island of popular beaches.

Flushing Meadow certainly affords ample space. It will be argued that La Guardia airport is two minutes away, that the main railway stations are half an hour away, as are the piers of the great liners: it is in truth, a place magnificently endowed with modern means of communication. Equalling the Palisades, Flushing Meadow answers to the following points of our criteria: 1, 2, 3, 4, 5, 6, 8, 9, 10, 11, 12.

The practical goals are seemingly attained. But that is not enough. In human endeavour the subjective factor decides. Feeling, in the last analysis, leads man by the nose. This instinct, is in fact, the *raison d'être* of the endeavour and this reason must not be mocked, lest we let the work fall beneath the repeated blows of boredom, constraint, discomfort,—in a word *disgrace*.

Flushing Meadow is not the site for the Headquarters of the United Nations, because Flushing Meadow is inescapably a suburb of New York, a dependency of New York.

Now, the United Nations is neither a dependency of New York, nor of the United States of America. Freedom—not constraint—must at every minute be the dominant feeling. In no case must the United Nations become a corollary to America. To implant its Headquarters in the very shadow of the skyscrapers of Manhattan is inadmissible. The Manhattan skyscrapers are by their nature too precarious; New York is a thrilling city but so questionable that it cannot take the Headquarters of the United Nations into its lap. This is a question of moral proportion. In fact a question of "respectability".

The points of our criteria are all satisfied, excepting questions 7 and 13. These two missing points raise precisely the fundamental question. A spirit must radiate.

To radiate. The sun radiates: The United Nations must radiate; but how to be radiant with Manhattan over-shadowing? You are discomforted, thwarted, you are not free!

4. *White Plains, Greenwich, Round Hills*

These names do not yet designate a precise site

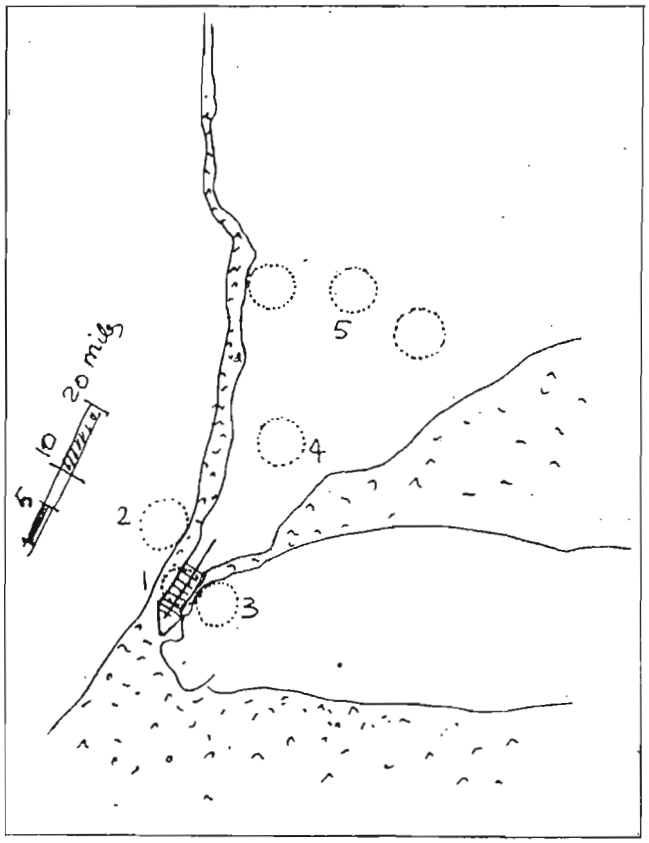


PLATE 4

but a region, a privileged region. One that has benefited by the care that a rich society is able to devote to the creation and the upkeep of a site, with the help of considerable time, financial and technical means. This region can be said to be well improved. It is polished and policed, endowed with the attractions which men, anxious for its benefits can draw from the harmonious cultivation of nature. The natural wilderness, and hence inaccessibility have given way to a pleasing site of order and abundance, fruit of the long labour of the last century.

The rail network and particularly the whole net of admirably worked out highways render it easy of access from all sides, connecting it almost directly with New York. What we are examining here is neither the sea-shore nor the banks of the Hudson River, so dotted with numerous agglomerations, historic or recent. We have retained for examination the median section of the triangle formed by lower Connecticut and New York State, and of which Manhattan forms the extreme point. On the areas which will be needed there are no agglomerations and even few dwellings. There are pleasant hills, vast green glades separated by forests; there are lakes. Surrounded by space, the region "breathes". Here, one feels is a place where one can camp, settle down and have room for the various organs of the Headquarters. (We will elaborate in further detail the nature of these organs.) We have flown over this territory, thus having opportunity to compare it with others proposed further North. By contrast, this territory appears as if prepared by the hands of men to welcome the Headquarters as we imagine them. Here, they will not be confined by cliffs, by sea, by a river or by the ramparts of Manhattan. They will settle down with ease in natural conditions easy to regulate by men wishing to have residence there. Forming a pact with nature, they will be surrounded by a protective zone, a "no-man's land", forbidden for commercial enterprises of any kind. A zoning resolution charter dictated by the necessities of the plan will lay down the rights and obligations of the occupier and of his neighbours, all parties being protected by a mutual agreement.

The Headquarters will be able to come into being, and grow in security. Its arteries, railways and parkways, are assured. A large wartime airport is there, available; but would it not be better to leave the organization of great inter and transcontinental lines to the specialists of the airways of the world? And not take on this burden? To each his job. Aviators are masters in their field; let them control their fate, and let us entrust them with ours, bearing in mind that experiment and progress are their preoccupation and, indeed, their very occupation. Railways will remain in the hands of the railways, and likewise inter-continental navigation in the hands of the sailors. Leave the exploitation of the great routes (parkways, rails, liners, planes) to the experienced, and let us reap by wise agreement the positive benefits.

Thereof, of our criteria, all points are satisfied including points 7 and 13. Encourage the growth of a state of mind . . . that the mind may grasp time, master it, reduce it, put it to use . . .

5. *Ridgefield, Amawalk, Blue Mountain*

Here the triangle of Westchester and Connecticut has considerably widened. The three territories represented by these three names are out of practical reach, far from everywhere; they are silent, lost. The people we would bring there, permanent as well as transient would feel at the end of the world!

We have been told: for the very small, expensive territory that you might purchase at White Plains you would be able to acquire an immense territory at Amawalk. But of what use is an immense territory at the ends of the world? To settle it with little houses, along the innumerable roads and transgress points 2, 3, 6, 7, 11 and 13 of our criteria!

This argument may be dismissed by recalling that in such a case as the United Nations, counting pennies is unthinkable. It is a question of extending order through the world—this is the question—and the nations will forge and will pay for the instrument that will be deemed necessary.

Seen from an airplane these desolate territories strike one with anguish, foretelling a fatal adventure marked with the sign of death. Imagine the permanent dwellers and their families in this lost city, imagine the transient guests cut off from the world, cut off from the main streams, deprived of the voltage always found at crossroads.

THE HEADQUARTERS

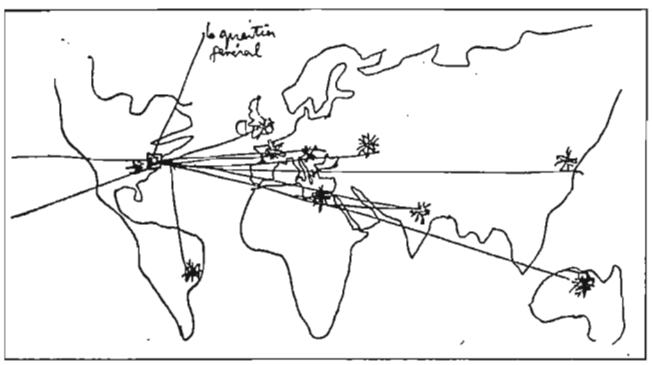


PLATE 5

CHAPTER VI

PREVISION FOR THE FUTURE TOWARD GROWTH?

The theme: Organize the world, bring order to the world.

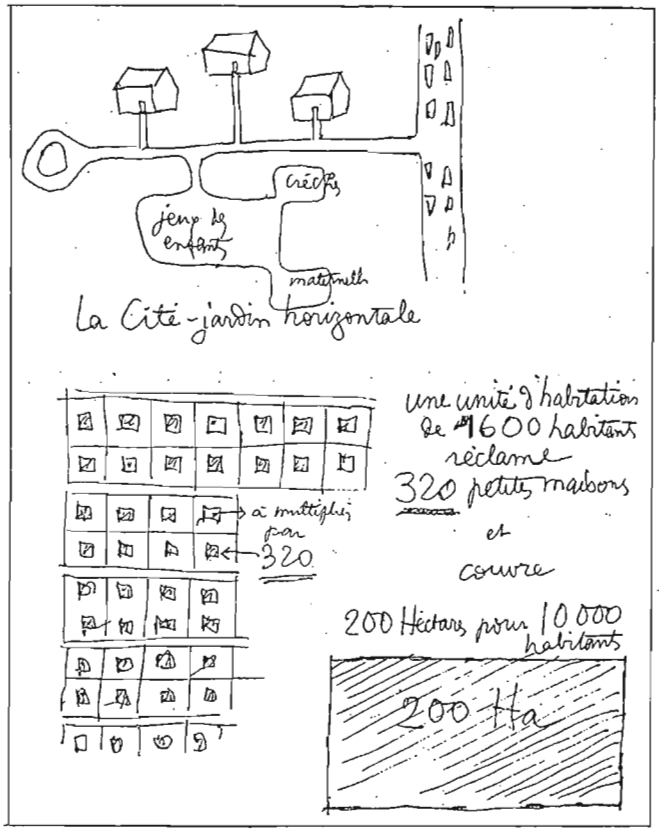
There is one tendency, that of the weak: you centralize everything, put everything in the same basket. Thus you simplify, annihilate, dry out, drain the substance, paralyze.

One manages well only what one controls. Control points will appear spontaneously and often in predestined parts of the world (for there is reason in everything) as they are already here and there. Indeed, New York has been designated to receive the Security Council, the Social Council, the Economic Council. Paris has automatically become the centre of intellectual debates: The UNESCO. In various parts of the world, there will be established the organs essential to the operation of the United Nations.

Let us examine the situation: The most critical hour is that which precedes organization; at the present hour disorder still prevails . . . many people, many services, and much administration are needed to meet the situation. Little by little the questions will find their answers, problems fall into their groove. Tasks will be distributed. The world will come to life with the leaven of global thinking. The tendency will be to distribute tasks, to entrust men with such and such responsibilities, and send them to create the useful cell where it will be most effective.

Spring turns green because it is made up of thousands of small grasses. The hour of spring comes, but no one person ordered each blade to "give greenness". Spring will come, but only if each blade grows green of itself.

No, the Headquarters will not become "great" like Babylon.



A residential unit of 1,600 persons calls for 320 small houses and covers 200 hectares[1] for 10,000 persons

PLATE 6

[1] 1 hectare equals 10,000 square metres or 2.471 acres

CHAPTER VII

DESCRIPTION OF THE UNITED NATIONS HEADQUARTERS

1. *Dwellings*
2. *Secretariat, Assembly, Councils and Commissions*
3. *Physical Culture*
4. *Thought*

1. *Dwellings*

Two types of dwelling are offered to modern society. The primordial object of both is to re-establish the contact between man and nature, so that the "laws of nature" which govern our biology and psychology may prevail.

One choice is the horizontal garden city.

The other is the vertical garden city.

The first has recently enjoyed an undeniable success; its success, however, will also mark its death; it has unleashed "the great waste" of modern times by a denaturalization of the urban phenomenon, the extension of agglomeration beyond all proportions, bringing deficit to the twenty-four hour solar day. At the end of the development, particularly in the United States of America, the consequences are serious; they affect the most precious social relationships. The great waste, with its many malignant consequences, has hit the home. The home is involved in many ways. A psychological complex throws out of balance a society which in other ways is so full of vigour, power and resources. The horizontal garden city ignores the weighty problem of household functions, burdening without respite the mistress of the house.

Socially this leads to an individualism—not noble but egoistic. (See pl. 6.)

The vertical city is the gift of modern technical means. Phenomenon of architectural synthesis, it does away with waste, takes over the heaviest and most burdensome domestic functions, organizes. It frees the housewife from her daily servitude, it organizes the home in a favourable environment, it provides for the needs of *child rearing* and *education*. It creates a productive social phenomenon where the individual and the collective needs find their reasonable balance through the distribution of the functions of daily life.

In this way will be lodged the staff of the United Nations and its permanent guests.

The transient guests will be welcomed in a hotel which may be of considerable size. The United States of America has mastered hotel techniques to a large degree although, as Ingres used to say, "There is always scope for a penny worth of improvement". The room will be the perfect shelter, abolishing for the traveller his precarious feeling of instability and discomfort, due more often than not to the complete indifference of the architect or upholsterer. We thus designate one of the most precise aims that a mechanistic society can give to its artists: in this world of speed, where at every moment an élite is torn away from the intimacy of the home, to create, from the ground up, the requisite hostelry; the hospitable caravanserai. The caravanserai possessed stables, store houses, halls and chambers which the caravan needed in its long and tiresome travels. The one extreme: great speed, rapid and effective contact, the smoothing of every material difficulty that could confront this man, "the traveler", as he crosses oceans and continents. The second, the intimacy of a room, silence—this necessary silence as welcome as fresh water and shade to those who have passed the dryness of the desert, and a hundred other comforts which could easily be listed and become reality.

This hostelry should be a splendid prototype.

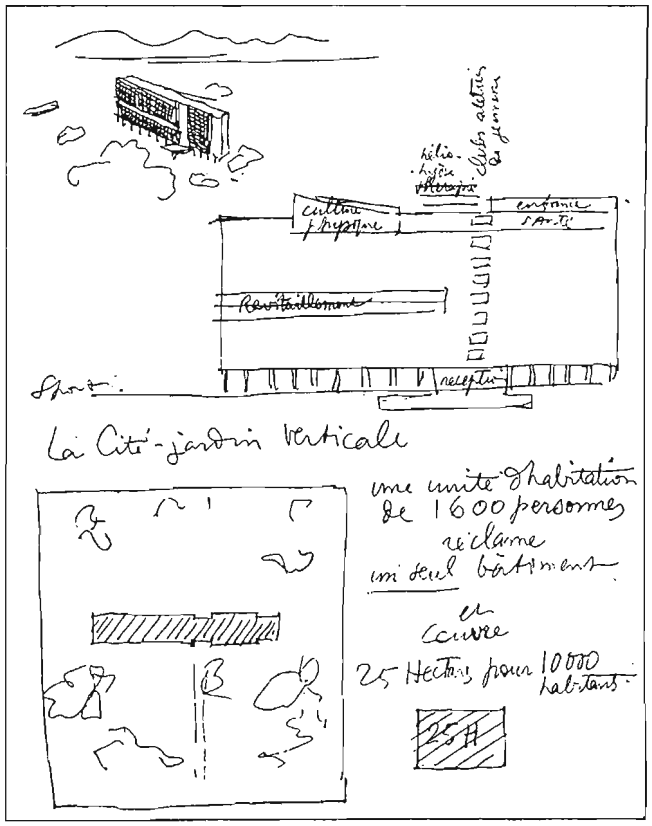
Problems of capacity, diversity in size, of quality—a spirit of luxury or of simplicity, these are as

Physical Culture—Helio-Hydro-Therapy—Youth Clubs—Child Health Care

Supplies

Sport

The Vertical Garden City



A Residential Unit of 1,600 persons calls for a *single* building and covers 25 hectares for 10,000 persons

PLATE 7

yet unsolved. The transient guest will be received 365 days a year. He is a year-round problem.

* * *

The National Delegations remain to be housed. Their number will be known in due course. These delegations will be as centers kindling the flame of interests or ideals. It would seem advantageous within certain limits of control, to allow each nation to manifest its intention, taste and spirit in the construction of its own building. We can imagine these residences making up a kind of village, each of them vesting themselves with marks of distinction, attracting gratitude and sympathy. Healthy emulation! Behind the speeches and behind the political manipulations, we will see genuine faces. And outside working hours, in the cool of the evening or at night those animated by friendship and curiosity will meet: the United Nations will manifest itself: peoples will learn to know one another.

* * *

2. *Secretariat, Assembly Council and Commissions*

The Secretariat assembles the permanent personnel whose duty is to perform a considerable mass of work. Work which will be performed in offices holding from 5 to 100, or any other number of persons. Here the problem is to provide working space, good light, shelter from the summer sun, exposure to the winter sun, in a pure air adjusted to the seasons, in relative or in absolute silence. Easy contacts, rapid and direct communication, immediate orientation: facilities for the general services such as: post office, telegraph office, radio, stenographers' offices, archives, halls for slides and films, services for every eventuality, photography, printing of documents, etc.

No hesitation is possible: A single office building answers the question. Its shape and its equipment benefiting from the projects realized or proposed in the United States, no less than in Algeria, Brazil, France, etc. The exact biology of an office building is entirely definable today. In the case of the Secretariat of the United Nations, its model should be proposed.

* * *

The annual General Assembly, the intermittent Councils, the frequent Commissions, raise the problem of places and schedules.

Besides the permanent personnel attached to the Secretariat, and those attending temporary sessions, delegates and visitors coming from any part of the world, come here together to meet, to exchange ideas. The world of tomorrow to be built.

Architectural invention will rise to these important tasks. It will create in a clear, dignified and practical structure, the places for meeting, speaking, seeing. Places of debate, places of realization. Places for innumerable contacts and places for seclusion. These structures should be of varying capacity, varying functions, and various forms.

Each of them, General Assembly, Councils, Commissions, will have at their disposal the hall "des Pas perdus"[1] curiously and ironically named for this place where important things are continuously being outlined and settled; private offices, committee rooms, offices for stenographers, faultless installation for telephone, telegraph, radio, reporting services, photography, cinematography, etc., etc. The contiguity should be exact, the distances reduced, all fatigue eliminated, and orientation made easy. The air must be breathable; perfect visibility assured everywhere, the lighting excellent.

At certain times these rooms, whether large or

[1] (Lobby, or "Place of Lost Footsteps".)

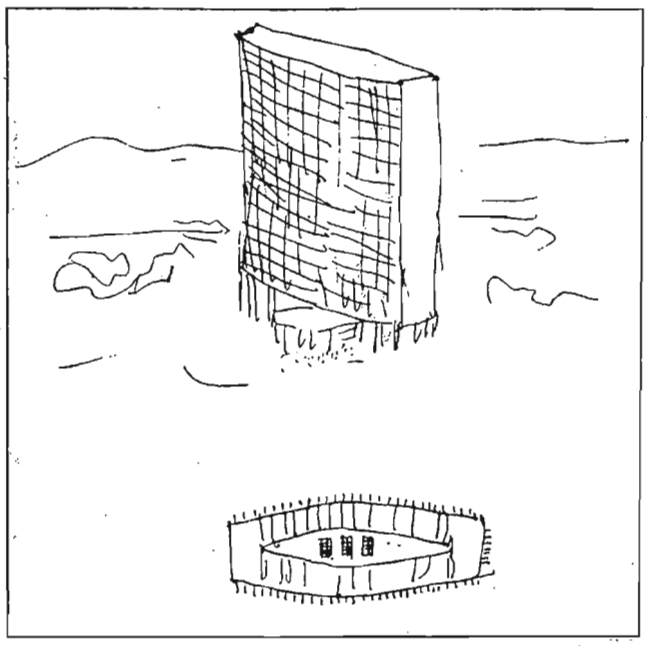


PLATE 8

small, will better fulfil their functions if they are close to one another.

Problems of acoustics and visibility are imperative.

Since the Palace of Nations was built at Geneva where everything was compromise, conformism and failure,—both morally and architecturally,—the problem has advanced regularly by rational solutions. These solutions more often than not were repressed by the despotic world of the academics. But the technicians refused to consider themselves beaten, and from year to year, designs of communal buildings unceasingly progressed: the Salle Pleyel of Paris, the plan for the Palace of Nations of Geneva; the plan for the Palace of the Soviets of Moscow, plans for the reconstruction of the Crystal Palace of London, etc. Today, a page has turned. The problems hitherto reserved to academies indifferent to new techniques show how the work of constructors, specialists in acoustics, in lighting systems, ventilation, may be united.

The United Nations, by its very special needs, offers to those who seek it the opportunity for a brilliant architectural creation: a powerful architecture of infinite technical resources. The framing of which, in a well chosen site, will give it a character beyond all challenge.

As an example, we will give a possible solution for the General Assembly Halls, Council Halls, Commission Halls. (Plate 9) There is no architectural presentation in this sketch but only the evocation of an architectural concept. First you see a group of bridge girders, destined to control the character of all possible ceilings and more precisely those of the halls, assembly, councils and commissions: Henceforth each ceiling is *independent of the ground,* suspended; the halls can therefore obtain any desirable size being neither bound down nor disturbed by the cumbersome presence of the supports.

"Façades" and "silhouettes" need no longer be our concern.

This important building, housing the Assembly, Councils and Commissions, will be a vast and regular quadrilateral mass.

* * *

3. *Physical Culture*

Culture of the body, not only for the children to be born in the city, but for men and women who are called here to live and to work.

People with stomachs, people with bad and broken posture do not enjoy the euphoria of physical well-being. Their disturbances could have been and can be corrected. The body is the support of mind and of feeling. But the golf course or the beach 10 or 20 miles away are useless. Physical training should be part of daily life. Places for recreation (indoor or outdoor sports,—grounds or buildings)—should be household facilities. Dwelling, working, and the culture of body and mind, share the hours of life in rapid succession in a predictable and homogeneous day.

When the structures are built in height, the land around can be freed to a considerable extent and planted with trees and lawns. Amid work and amid rest the institutions of bodily culture are constantly present: running tracks, basketball, tennis courts, swimming pools, walks, sunlight. Some day, dress too will change and adapt itself to modern activities; the precursory signs appear everywhere. Fifth Avenue, New York, has show windows that are as yet but provocative, but in

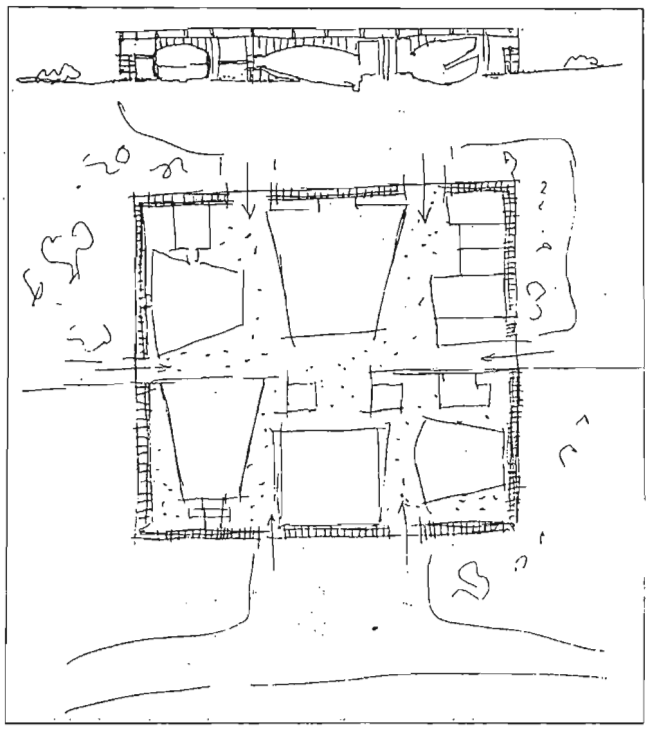


PLATE 9

the Madison Avenue windows "real" modern clothing can already be seen.

The Green City, gift of modern techniques, gives to urbanists the opportunity of fruitful collaboration with biologists, educators, and those who will undertake this "job" of modern times. Men and women, children and grown-ups,—a sound mind in a sound body.

Instead of parks, charming but rather dull, we will see everywhere grass, bodies, trees, water, the vibrating spectacle of life. "Green City", "Radiant City".

* * *

4. *Thought*

Culture of mind—that universal ambition can only be satisfied by an urbanism which prepares for the leisure hours of each individual, making them sterile or productive. Such is the extensive responsibility which may be given to the urbanist.

First, places for relaxation, from the most passive, most banal and personal (movies, for instance) to increasingly intense intellectual activities (theatre, museum, study). In the harmony of the "Radiant City" as well as in the tumult of fantastic and chaotic New York. Relaxation or study, the one helping the other—thought. Thinking is man's happiness, it is the outstanding creative act, bearer of inner joys.

In the residential unit of suitable scale, a significant place is reserved for youth. It will be observed that modern society has completely overlooked this very flower of its substance. From kindergartens to the universities, the social armature of men and society, character, was left to chance. Nothing helped the child, boy or girl, to become conscious of his powers, to try them out, to train them, to improve them, and to put them to good purpose.

It is indispensable in order to develop and form character, to recognize the different ages of life, and to classify them. Children must develop; space should be reserved for them to create clubs, which they autonomously control. There will be clubs for the various ages. For children still in the primary stage, kindergartens with trained staff; for the ages of 7 to 13, 13 to 17, 17 to 20, there will be places for growing and broadening out, equipped accordingly. These clubs which could be termed "youth work-shops" should be diversely equipped: for mechanics, for drawing, another for photography and movies, for dressmaking and cooking, and still another for physics, chemistry, etc. These premises should be given over to the young. In this manner they will develop their characters spontaneously by their own resources, and their powers will be liberated.

* * *

Here then are some postulates, which will help to determine the choice of the site for the United Nations, (proper communication favoring desirable contacts, having been taken into consideration).

But United Nations thought rises to quite another level as soon as we regard it as the poten-

URBANISM
the continents

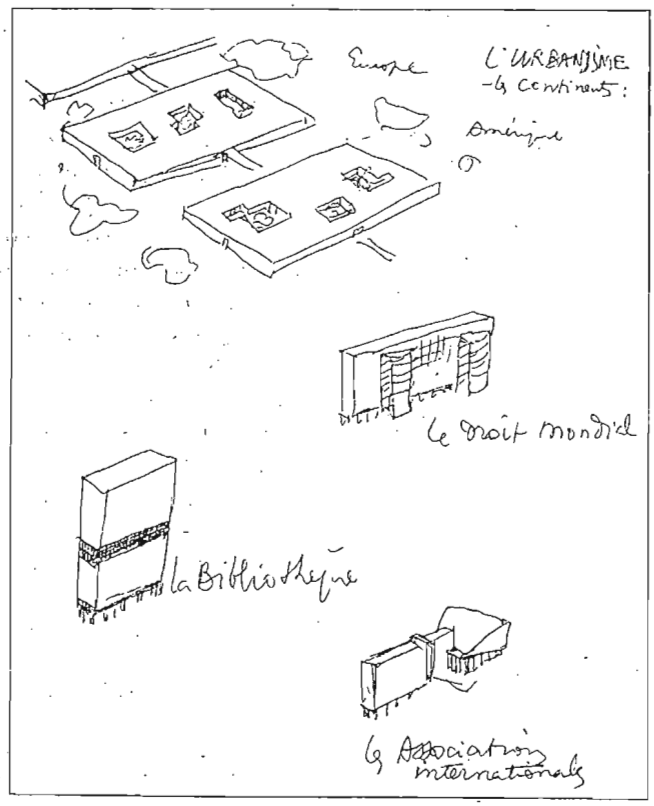


PLATE 10

tial of the modern world. Spirit must prevail. The spirit of sites and premises, purifying element of architecture and urbanism.

At this point it is opportune to speak of the legacy of Paul Otlet. This Belgian, who during fifty years was the propagandist of "Mondialisme", devoted to it his fortune, his life and, above all, an untiring passion. He was jeered at, blamed, fought, flouted. At Brussels, in the "Palais du Cinquantenaire" he created the "Musée Mondial" and the "Mundaneum" institution. In 1928, he directed the International Associations at Geneva. He submitted plans for a "Cité Mondiale" on the hills of Grand Saconney. In 1933, he pursued the task at Antwerp, at the time of the planning of a new city on the left bank of the Escaut. I helped him in this work both as architect and as urbanist. I undertook vast studies for him.

Is it possible that the work of such a forerunner will be wasted?[1] Of this heritage, the United Nations may well take into consideration the world Museum rather poorly named "Mundaneum", with its annex the temporary exhibit, the building of International Associations, the world library, the world law faculty and, lastly, the "URB", that is, a continuously renewed exhibit of applied urbanism, kept up to date by each nation,—the social regulator par excellence[2] to enlighten the world as to the vitality of the various nations, thus becoming united nations.

* * *

The Permanent Exhibit of World Urbanism

The nations will share halls to exhibit their urbanistic advances. Urbanism becomes the very key to social reform. Laws, regulations, national planning, projects, public works, civil engineering, the preservation of sites, architecture, man's dwelling, conditions of work, land use regulation, financing, etc., these are its enormous subject matter, the reason of this constantly renewed up-to-date exhibition. Admirable instrument of peaceful radiance, touchstone for uncertain or promising proposals, corrector of rhetorical utterance.

The World Law Faculty

We may envisage it as situated in the very heart of the world-wide debates. Centre of specialized and complementary research, it will permit to those who follow its courses, a living confrontation with the real facts, with the crude and cruel realities, just as modern medical faculties attach themselves to a hospital in order to study in the flesh, the full materiality of facts. Here, researchers into world law could on momentous occasions attend the debates of the Assembly, Councils, Commissions. Here, they will see living facts and men in action.

The building will contain study rooms and auditoriums. It is conceivable that many a leading international personality will be requested, during his presence at one of the United Nations sessions, to give a lecture, or even a course at the world law faculty. For the faculty will have the purpose of preparing prudent jurists capable one day of confronting and solving the problem henceforth posed to this world which wishes to call itself One World.

* * *

The World Library

It is a receptacle to hold the elements, the projects, accumulating day by day, of all that will be involved in world thought, in world relation, in world events.

The building: a splendidly ordered receptacle to contain reading rooms, laboratories for photostats and microfilms.[3] By wings, the world library could in a few hours, send information by means of the microfilm, anywhere in the world.

* * *

The International Associations Building

Perhaps?

Perhaps, international associations of all types already existing in the world, will also have a foothold at the United Nations? Will the tendency be to absorb these independent initiatives, or on the contrary, will it be to encourage their unceasing birth and development? (See Chapter 6.)

* * *

The World Museum

Here, the thinker and the architect have collaborated at length. A vast, exciting idea to inspire world thinking and, consequently, the United Nations. To materialize,—by the object,—history and geography; human acts and deeds, placed in their true frame of reference; bringing to the fore that which is predestined, but which mankind is capable of doing or not doing, according to whether the choice is good or evil, slothful or courageous, confident or disillusioned.

At the time of the splitting of the atom this observation becomes legitimate . . .

Such manifestations may seem academic, to disillusioned, soured or peevish minds: All is in the manner of thought. The world museum has one aim, to place man in a strikingly swift, but richly varied synthesis, bringing him face to face with his surrounding, his work, his potential.

From the officialdom of the United Nations we go on to the thought of the United Nations. Gentlemen of the Administration,—the world is above

[1] The plans of all the buildings, the urbanization for the "Cité Mondiale" as well as a sixty square meter diorama, have remained at Geneva since 1928 in some hut or repository.

[2] Consult the work of "L'Ascoral".

[3] In Geneva when in 1928 Paul Otlet suddenly took from his pocket a little metal case no bigger than a walnut, and unrolled its microfilm, carrier of documentary truth, he was greeted by sarcasm and smiles. "Poor fool", they thought.

you, indeed the cosmos encompasses and dominates you. You will not regulate everything with your papers, the "minutes" of your discussions. The time will come—the United Nations' mission is to provoke its immediate advent,—when the known data of the problems will have been assembled and brought to solution. Once again, human history will know synthesis, harmony will enter human affairs and wipe out, for a time, the gnashing of teeth, the fury, the stifling and all too frightening imbecilities of wars,—"we have had enough!"

Here is a description of this museum, the creation of which in a chosen site amid the Headquarters would be a place of silence and of meditation; of renewed contact with the roots of the problem—a communion with the forces which reside in us and around us: ourselves, nature, the world, history.

The Museum has three parts (plate 11): each nave contains the object considered, the history of its time, and its geographical setting (climate, race, custom). The three naves are contiguous with one another, marked off by simple columns and varied ceiling heights. The object is situated in the left nave, geography in the right nave, history in the middle nave. The object may be one of the masterpieces passed down to us through the centuries, from a temple, a fortress, a cathedral, a palace, a house. Its accompanying history draws upon iconography, as also geography supplemented with modern references.

The tripartite nave is continuous. To avoid an endless corridor, it forms a square spiral, winds or unwinds; mounts or descends. This square spiral, four times staggered at each revolution, supplies needed architectural breaks and caesuras; and, in harmony with the phenomenon of alternation, so characteristic of human life, these caesuras continuously change, increasing or decreasing.

The mass is in the form of a pyramid. This is already known in the history of architecture, but not in this form, which articulates itself and explains itself with the security of Cartesian reasoning.

The first room is at the top, not below. An elevator may take you up there or better, one can go up on foot outside following the roof arranged as a road, the spiral mounting to the top. Little by little the horizon rises, the view expands and from the outside having climbed the long road into the sky, we are at the door, we enter . . .

The first room is devoted to the figuration of all that we know of our universe: The planetary system, the cosmos, the ages of the world's creation. Then pre-history begins, the spiral broadens out, provides larger and larger spaces, brings a growing mass of documentation. We come finally to modern times, to the recent scientific events, physics, chemistry, opening the door to a new era,—despite skepticism and sarcastic smiles.

And so ends the visit. Man has seen himself in his works, in his work. I have never been considered a great romanticist. However, I can well imagine two opponents of Assembly, or Council

THE TRIPARTITE SPIRAL

The object

The place

The time

The stock

The museum

The exhibits

Vertical section

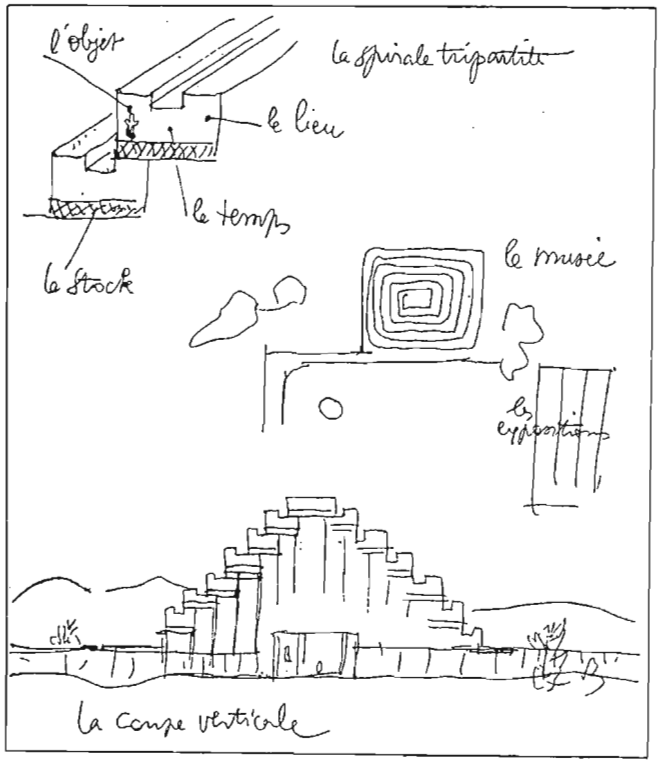


PLATE 11

room, starting the road leading to the top of the museum—they discuss and argue; they set forth every conceivable argument, especially the smallest. They are unyielding, irreconcilable, they find no way for the slightest agreement, they know no common denominator... But, now they are on top, before the door. They enter. They go down the road, but this time take it on the inside. These two men will part differently than the way they met.

* * *

Nearby are the halls for constantly renewed exhibits of modern inventions, at that time when their effect—more or less rapidly felt—acts on the world organism.

We have spoken somewhat at length of this museum, following this general and rapid sketch of the United Nations, in order that the reader may realize that there is depth and reflection behind these proposals, and in these, the possibility of raising the discussion to a high degree of wisdom and consonance.

In addition, the site will have facilities for world broadcasting, which will constitute one of the essential tools of the United Nations for information, education, persuasion and instruction.

* * *

It has already been stated that the Headquarters should not attempt to build a railway station, nor undertake to direct a service of world aviation. There are always people whose genius is to confuse everything. In New York and its suburbs reside ten to twelve million inhabitants. The United Nations will bring an influx of fifteen thousand persons of which one or two thousand will circulate during the day. One raises one's finger, one prophesizes, organizes: Mr. Moses' parkways would have to be modified, a railway station will have to be constructed, a world airfield set up . . . Meanwhile, Rockefeller Center, on Fifth Avenue, whose sidewalk has not been widened, gathers each morning in its offices twenty-six thousand executives or employees, two thousand twenty-four hundred additional people to maintain and run the building; one hundred and twenty-five thousand clients or visitors are received in the offices between earth and sky, and its elevators perform two hundred and seventy thousand trips up and down during the day. And, in the Winter, at the foot of these edifices with their impressive statistics, instead of uncomfortable crowding, the management offers you the pleasure of admiring pretty girls, rapid and graceful in their pink or blue costumes, pirouetting fantastically on the ice!

CHAPTER VIII

SITE CONTROL

Land-use regulation

We have completed our brief description of the Headquarters of the United Nations. Nothing is left to chance. Organisms, buildings containing organisms have been imagined, designated, recommended. The site will be occupied by distinct structures which need only be handled with simplicity and talent.

One may readily calculate the prerequisites set by the description, calculate the area of the premises, the volume of the buildings, and approach the site with clearly defined requirements.

We will no longer be faced by this disconcerting alternative: to comment on five territories, two, five, ten, twenty or forty square miles, and investigate areas at the foot of Manhattan's skyscrapers or lying far out in the country, in the lands of Amawalk.

We will quickly recognize how much land is needed, discover where it is, and have prepared a sound proposal for the seat of the United Nations Headquarters.

A two-fold operation should be performed, indispensable to the United Nations as it is to those who receive the United Nations in their country. It is an operation for protection, reassurance, security. A provision for the future in urbanism, we have called it: site control (statut du terrain).

This usage is not yet current, it is constantly put off by virtue of the "love of liberty", which enraptures us and allows circumstances or robbers to take advantage of every collective weakness satisfying the lust of the greedy to kill urbanism and, with it, architecture. This land-use regulation —site control—links by common agreement the occupant of the land and his neighbour. Approved by common consent, it decides for a reasonable length of time the land-use of the chosen territory. This use can be defined with precision. In the present case, in fair reciprocity the United Nations can reconcile the commitments made by the purchaser and the neighbours. A protective belt will be created, girdling the territory, preventing the United Nations from being one day seriously encroached upon by an invading and hostile confusion.

This statute therefore encompasses the territory destined to the United Nations, which will become owned, or at least managed by it, as well as the neighbouring territory. The first section of this Charter will decide what the United Nations is to do; the second section will advise the neighbours. This preliminary agreement will result in safeguarding the interests of all, in realizing the goals pursued, and will bar the way to disorder. Without these zoning resolutions, modern urbanism cannot exist.

Only by virtue of these resolutions will neighbourly interests be protected. The United Nations will designate which part of its new territory should be set aside for residence. Exact specifications will determine the nature of building:

1. The density of population to the hectare — (for example 50, 150, 400 or 500 persons to the hectare).
2. The percentage of built-on land to non built-on land— (for example 5 per cent or 10 per cent built-on land).
3. The compulsory height of buildings— (neither to exceed nor go below this height).

The zone devoted to work must be defined in a similar manner. The program, details of which have been given in Chapter VII, will be adequately realized by a first urbanistic composition, in order to avoid false allocations of land. One cannot designate a zone without defining its services, and, therefore, without having drawn up preliminary plans regarding the volumes to be built in accordance with the needs of the United Nations.

Examine these questions as one will, it is evident that a minimum of decisions must be taken at the present moment.

CHAPTER IX

"ENVOI"

This document has been written in June, 1946 to be given to Sir Angus Fletcher, Chairman of our Headquarters Commission, and to Mr. Yriart, President of our Committee on Sites and General Questions, in order to assist the work of my colleagues of this Commission and of this Committee during the two months of July and August preceding the General Assembly before whom our conclusions must be brought. This report has been conceived, to be delivered to the Secretary General of the United Nations, M. Trygve Lie, and to his Assistant Secretaries-General, Mr. Henri Laugier, Social Affairs; Mr. David Owen, Economic Affairs; Mr. A. Sobolev, Security Council Affairs; Dr. Victor Hoo, Department of Trusteeship and Information from Non-Self Governing Territories; Mr. B. Cohen, Public Information; Mr. Adrian Pelt, Conference and General Services and Mr. John B. Hutson, Administrative and Financial Services.

It is to be sent to UNESCO, Paris, and to Mr. Julian Huxley.

To be delivered to the delegates of the General Assembly in the month of September, 1946.

To be delivered to my Government and to the Government of the United States.

To be delivered to the Governor of Connecticut and to the Governor of New York.

The necessity of this work became clear to me during the meetings of the Commission, while thinking of the General Assembly to be held in September. Professional architect and urbanist, and if I may be permitted, thinker in certain sociological fields into which urbanism leads, I felt the need of presenting this question "humanly", not in the form, unreproachable perhaps,—but often discouraging,—of official reports. I have hoped in this way to move more directly the men, who are the delegates of the United Nations and who owe it to themselves and to others to face the brutally technical problems with which they are confronted and which they have been given to solve.

For two months we have been working in commissions seeking to circumscribe the problem. It has three essential aspects:

A technical aspect (site, program, buildings conformable to the needs of the United Nations).

A financial aspect.

A diplomatic and juridical aspect.

My experience has permitted me to propose a solution to the first of these three questions. But what can be profitably discussed? As we have seen, no work of this scope can help being based on a preliminary postulate, in conformity with the real raison d'être of the Institution. Now, between high flown words, two worlds are fighting a dangerous battle. Dangerous because the fate of men will for a long time depend on this battle.

Life is moving forward. It never retreats; it adds past to past, it transmits. Everything is in movement, with moments of rest at certain hours. We are not at such an hour, we are in mid-battle. The effort of the United Nations is a phase of human development, one of utmost concentration of will, of faith, of constructive power. Everything is in movement and it would be madness to hold back when all advances. It is another battle, felt in all activities and in awareness the world over.

A Headquarters, useful, efficacious, is established somewhere; not for a moment does it think of materializing itself in the eternity of marble! The League of Nations in 1927 demanded a palace "which would manifest itself for centuries in the grandeur and dignity of the institution". It went about this in a strange manner, committed dishonest and cowardly acts. A bad spirit to expect to survive the centuries!

Today there are two immense receptacles of economic power: the United States of America and the U.S.S.R. They will be the fields of great tournaments. And the spiritual too will be deeply committed. The United States of America have raised techniques to a high level. One is inclined to believe that here the first great experiments in harmonizing the modern world will find a natural

and propitious ground. This is why the United Nations proposes to establish its Headquarters here: in order to be well instrumented.

I have tried to define the word "Headquarters", have tried to point out the pretentiousness today of a world capital, in any spot whatsoever in a world that has not yet found its shape. Nobody is entitled to a world capital, nor to seek to create it, nor to give it hospitality, nor to call it by such a name.

We, (of the United Nations) are entitled to accept in the United States of America the magnificent hospitality of the fine New England territories, but we are not to take abode in the suburbs of New York, on Long Island, in the very shadows of Manhattan, despite engaging promises, despite hands held out, despite the smoothing of every difficulty . . . Manhattan is a fabulous fact,—but which will some day be replaced. It is a city indeed capable of accomplishing this destiny.

Public opinion must be informed. I have hoped to do this to fulfil the task which my country entrusted to me when it sent me here. I think I have acted loyally. After two months study, the subject has incited me to invention. I submit here a formal proposal for the realization of the Headquarters of the United Nations. I offer it simply. Before the General Assembly, Councils and Commissions, one cannot deliver an exposition of this kind. In the confusion of languages, one cannot be clearly understood. The Secretary-General and the Assistant Secretaries-General would not have time to listen to me. One's ideas must be put on paper and into men's pockets. Thus roads open for the idea to advance.

(Signed: Le Corbusier)
New York, June 19, 1946.

Given: 4 families of 5 persons per acre equals (50 persons per hectare)

plan

DENSITY: 50 persons per hectare

elevation

to house 10,000 persons one needs 200 hectares which equals a 2000m x 1000m site

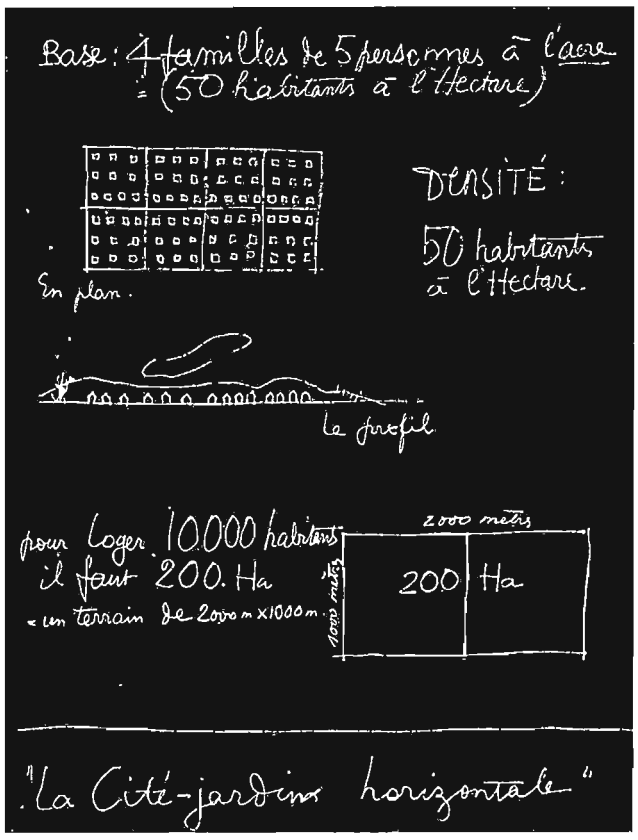
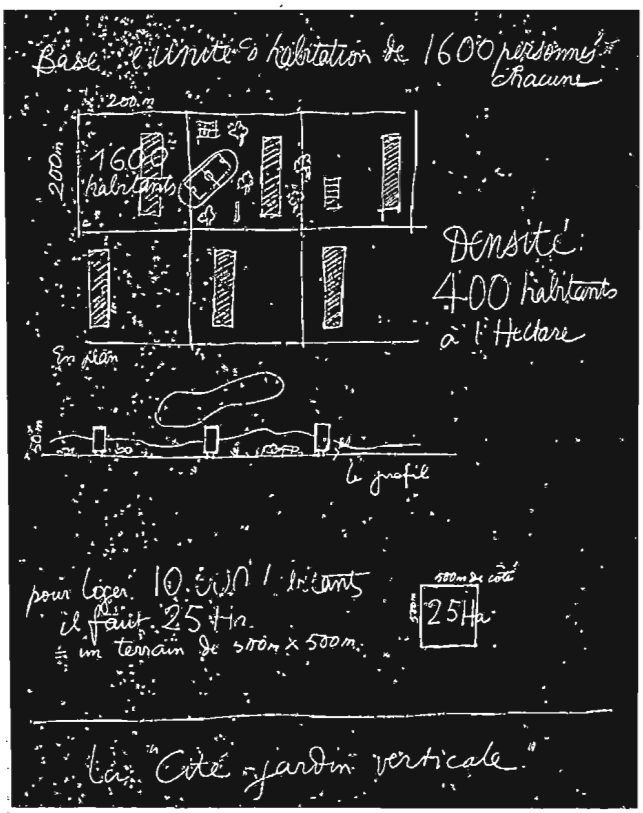


PLATE 12

"THE HORIZONTAL GARDEN CITY"

Given: The Residential Unit of 1,600 persons each



plan

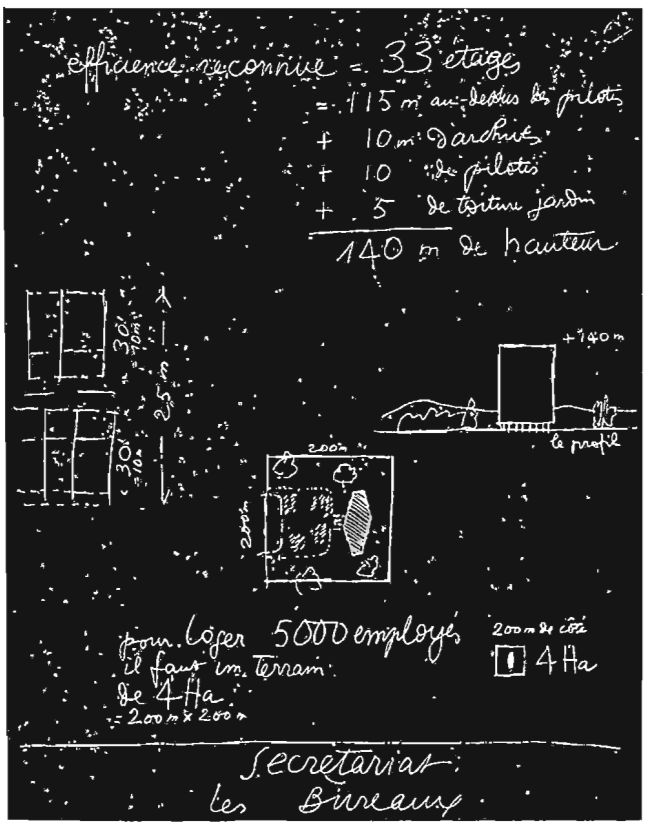
DENSITY: 400 persons per hectare

elevation

to house 10,000 persons one needs 25 hectares which equals a 500m x 500m site

PLATE 13

"THE VERTICAL GARDEN CITY"



Accepted Standards:
33 floors
= 115m above pillars
+ 10m for archives
+ 10m for pillars
+ 5m for roof garden

140m height

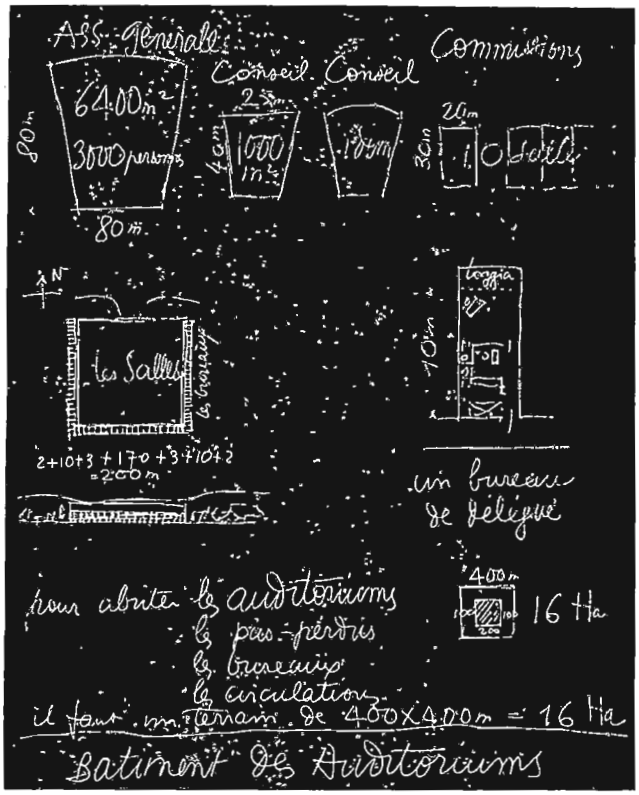
elevation

To house 5000 employees one needs 4 hectares which equals a 200m x 200m site

200m x 200m
4 hectares

PLATE 14

SECRETARIAT: The offices



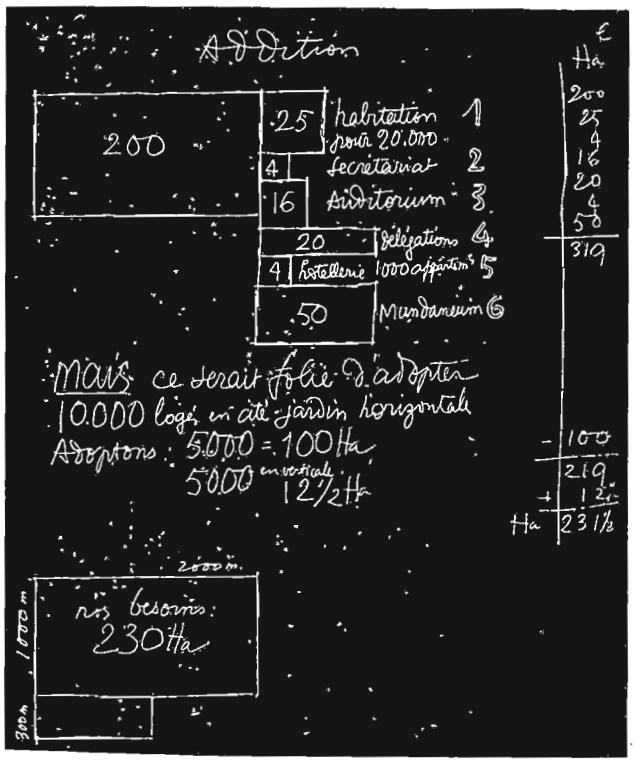
The halls and the offices

To contain the auditoriums, the lobbies, the offices, circulation one needs 16 hectares which equals a 400m x 400m site

PLATE 15

BUILDING OF THE AUDITORIUMS

ADDITION



Residence for 20,000 Secretariat, Auditorium, Delegations, Hostelry 1,000 apartments, mundaneum.

But, it would be madness to house 10,000 in a horizontal Garden City House.

Let us adopt: 5,000 equals 100 hectares, 5,000 vertically equals 12½ hectares.

our needs: 230 hectares

PLATE 16

Each building unit being assured space around it, our needs are

Here is the answer to the task assigned by the General Assembly: "Study five sites" of

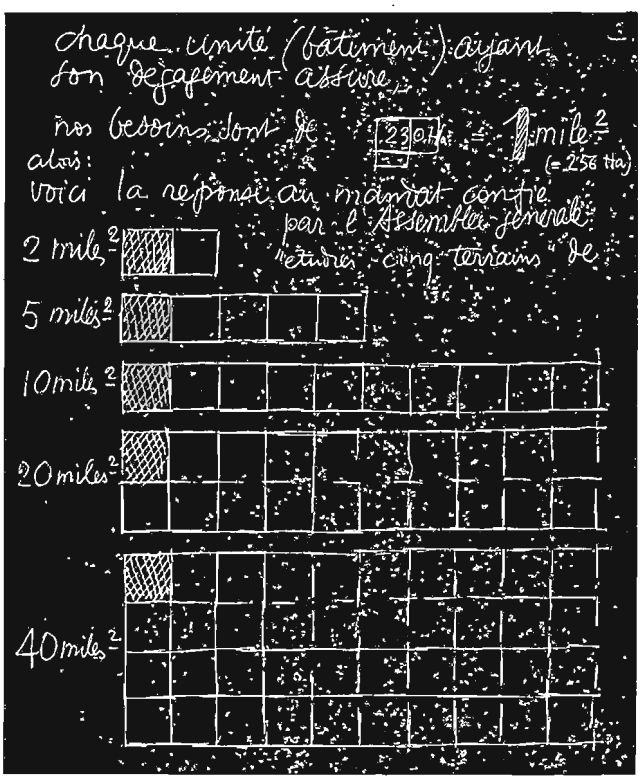


PLATE 17

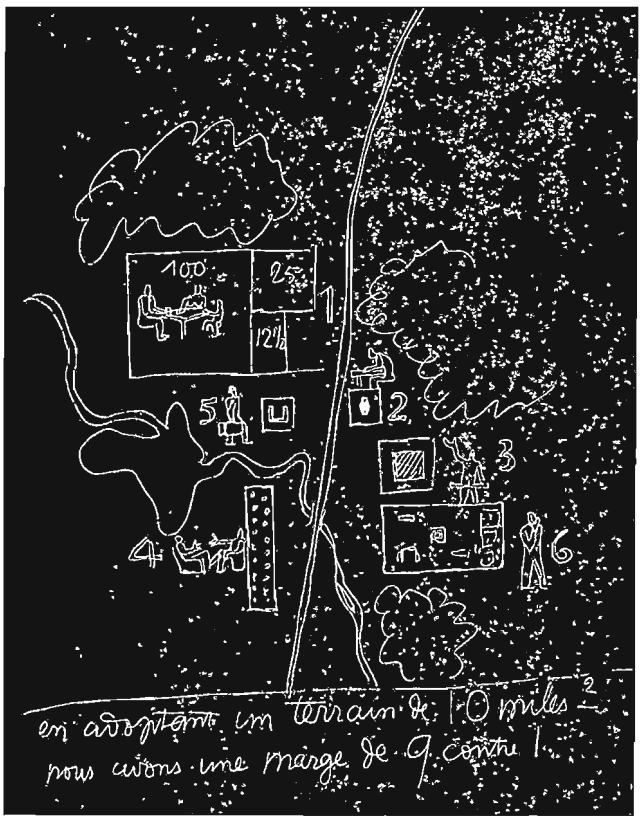


PLATE 18

By adopting a 10 square mile site we have a margin of 9 to 1.

These seven sheets of drawings are based on provisional indications. It can be seen that revision of the figures will in no way disturb the conclusions brought forth by this study.

ANNEX 2

Representation on committees

REQUIREMENTS COMMITTEE:

(Chairman) Uruguay
China
France
Netherlands
Union of Soviet Socialist Republics

SITES AND GENERAL QUESTIONS COMMITTEE:

(Chairman) Uruguay
France
Netherlands
Union of Soviet Socialist Republics
Yugoslavia

CONTACT AND LEGAL COMMITTEE:

(Chairman) United Kingdom
Australia
China
Iraq
Uruguay

FILM COMMITTEE:

(Chairman) Union of Soviet Socialist Republics
Netherlands

DRAFTING COMMITTEE:

(Chairman) Australia
Netherlands
Uruguay

ANNEX 3

Staff of the Headquarters Commission

PLANNING STAFF

DIRECTOR

HOWARD K. MENHINICK

Director, Department of Regional Studies, Tennessee Valley Authority (on temporary leave of absence). Formerly, Assistant Professor of Regional Planning, Harvard University.

ASSISTANT TO THE DIRECTOR

VAN COURT HARE

Civil Engineer, Office of the Chief Engineer, Tennessee Valley Authority (on temporary leave of absence). Formerly, Consultant to the Water Resources Committee of the National Resources Planning Board.

ARCHITECTURAL CONSULTANT

ROLAND A. WANK

Member of the firm of Fellheimer and Wagner, New York City architects and engineers. Formerly, Head Architect, Tennessee Valley Authority.

CITY PLANNING CONSULTANTS

ARTHUR C. COMEY

City Planning Consultant, Cambridge, Mass. Formerly, Assistant Professor of Regional Planning, Harvard University.

FREDERICK P. CLARK

Planning Director, Regional Plan Association, Inc. Formerly, Executive Director, New Hampshire State Planning and Development Commission.

F. DODD MCHUGH

City Planning Consultant, New York City. Formerly, City Planning Director, New York City Department of City Planning.

ARTHUR J. RABUCK

Site Planner, Public Buildings Administration, Federal Works Agency (on temporary leave of absence). Formerly, City Planning Consultant, Milwaukee, Wisconsin.

GEOGRAPHY CONSULTANT

CHARLES C. COLBY

Senior Professor and Chairman of the Department of Geography, University of Chicago. Formerly, member of the Land Committee of the National Resources Planning Board and chairman of its sub-committee on Land Classification in the United States.

GEOLOGY CONSULTANT

CHARLES P. BERKEY

Geologist, New York City. Consultant to the New York Board of Water Supply, U.S. Department of the Interior, Bureau of Reclamation, U.S. Corps of Engineers, and others.

LANDSCAPE ARCHITECT CONSULTANT

WILBUR H. SIMONSON

Landscape Architect, Public Roads Administration, Federal Works Agency (on temporary leave of absence). Formerly member of the staff of the Westchester County Park Commission.

LEGAL CONSULTANT

W. A. ROSEBOROUGH

Member, New York law firm of Gleaves and Roseborough. Formerly, associated with Sullivan and Cromwell of New York City.

PUBLIC FINANCE CONSULTANTS

PHILIP H. CORNICK

Member of the Research Staff, Institute of Public Administration. Formerly, Consultant, National Resources Planning Board.

B. G. POUCHER

Planning Research Technician, Westchester County Planning Commission.

RADIO ENGINEERING CONSULTANT

G. F. VAN DISSEL

Chief of the Department of Radio and Telecommunications of the Netherlands Purchasing Commission. Formerly, member of the Communications and Transit Section of the League of Nations.

REAL ESTATE CONSULTANTS

JOHN L. NAGLE

Deputy Commissioner for Real Estate Management, Public Buildings Administration, Federal Works Agency.

AMOS G. HEWITT

New Haven realtor. Member, American Institute of Real Estate Appraisers. Formerly, Vice-President, National Association of Real Estate Board.

Appraisal engineers (on temporary leave of absence from Public Buildings Administration, Federal Works Agency):

Addison S. Bomberger	Martin E. Ekstrand
Cecil R. Dobson	James R. Powers

Local real estate consultants:

Lloyd B. Cox	William MacRossie
Kenneth Ives	Joseph C. Morrell
Albert W. Lockyer	Ward Prince
Allan MacRossie	

ADMINISTRATIVE STAFF

GLENN E. BENNETT

Secretary, Headquarters Commission and Headquarters Planning Staff.

SAMUEL FEIFFER

Administrative Assistant and Documents Officer.

JOHN R. RUMISEK

Administrative Assistant.

LEE GORDENKER

Press Officer (until 15 July 1946).

ROBERT KENNEY

Press Officer (from 15 July 1946).

SERGE M. WOLFF

Interpreter assigned to the representative of the Soviet Union.

MARY SIMPSON Secretary.	HELEN GRAND Secretary.
MILDRED D. SMITH Secretary.	MARY KINNEY Secretary.
FRANCES MUSSETT Secretary.	ELIZABETH GOODWIN Receptionist.
MERCEDES LAURENCE Bi-lingual secretary.	MAE SMITH Receptionist.
ROSE MANDEL Secretary.	

ANNEX 4

Summary of the requirements of the United Nations

Based on the replies from the Secretariat to the questionnaire of the Headquarters Commission

A. ASSEMBLY:

A.1—The Assembly meets once a year in general session. Do you foresee this will always be in the month of September?

Assembly meets in September, occasionally otherwise.

A.2—Have you any opinion as to the frequency of special sessions?

It is likely that the Assembly Hall will be free for other purposes from 1 November to 31 August.

A.3—How many committees, besides the ten standing ones, do you foresee during the annual session?

6 Committees with 60 members in future.
1 Committee with 14 members in future.
1 Committee with 9 members in future.
2 Committees with 10 members in future.
Average 7 temporary committees.
Provide for 7 large committee rooms varying from 300 to 500 persons, one with cinema (Average 400 persons).

10 Committee rooms, varying from 30 to 100 persons.

A.4—How long in your judgement will an annual session of the Assembly last?
Assembly Hall occupied by Assembly in September and October.

A.5—Apart from the five statutory delegates per delegation, how many deputy delegates, advisors and secretaries do you foresee in an average size delegation?

First part of First Session average number was 15. Provide for roughly 70 times by 15 equals 1050, only 350 of whom will be provided with desks, and a reserve of 150 in Assembly Hall (session floor) extra seats. (In Health Conference 51 members United Nations, 16 non-members, 2 Allied control commission.)

A.6—How many journalists, radio broadcasters, film and photographic representatives should be provided for?

Provide for 800 in Assembly Hall (balconies).

A.7—How many diplomats and how many distinguished visitors, general public and representatives of non-governmental organizations should be provided for?

Minimum 1000, maximum 2500. Provide for 2000 in Assembly Hall (balconies).

A.8—How many governmental international organizations do you think should be provided with space in the Assembly Hall and for how many representatives each?

Minimum 10, maximum 20 governmental organizations, with 5 to 20 seats each. Result: Average 15 delegations with 12 members.

A.9—Are office accommodations for the delegations in your opinion necessary in connection with the Assembly on the site?

Yes, can be in Secretariat building or in special building. Seventy rooms for national delegations in Assembly Building.

A.10—Do you foresee in the course of the first five years a creation, under Article 22 of the Charter, of subsidiary organs?

Yes, but it seems unlikely that special conference halls would be necessary.

A.11—Should the Assembly Hall be provided with a lobby?

Yes.

A.12—What auxiliary accommodation (President's, Vice-Presidents', Secretary-General's offices, delegates' lounge, etc.) should be provided for?

15 offices and waiting rooms. Delegates' lounge and waiting room. Lounge for Assembly staff, two restaurants with bars.

A.13—What working facilities, apart from the press gallery in the hall, should be provided for?

On main floor: first aid, public address, press working room with facilities.

On special balcony: radio, film, etc.

B. SECURITY COUNCIL:

B.1—How frequently do you foresee the Security Council's meetings, besides the bi-weekly statutory ones?

The Security Council will require a special hall permanently.

B.2—How many members should normally be provided for (permanent representatives, foreign ministers and especially interested States and Secretariat)?

Main floor: 100 seats
100 elsewhere
—
200 total (main floor)

B.3—How many special committees do you foresee?

Seven committees. It is not considered that seven committees will meet at the same time.

B.4—Would it be desirable in your opinion to provide special accommodation for:
(a) The Military Staff Committee.
(b) The Atomic Energy Commission.

Note: Further inquiry necessary on possible atomic authority.

Yes.

B.5—What auxiliary accommodation (President's, Secretary-General's office, Delegates' lounge, offices for each delegation, etc.) should be provided for?

Four offices plus delegates' lounge necessary. Eleven offices for delegations.

B.6—How many journalists, radio-broadcasters, film and photographic representatives should be provided for?

Press: 425 seats.

B.7—How many diplomats and distinguished visitors, general public and representatives of non-governmental organizations should be provided for?

(VIP) Special guests on balcony . . . . 300 seats
Other . . . . . 200 seats

Balcony . . . . . 500 seats

B.8—What governmental international organizations do you think should be provided with space in the Council Hall and for how many representatives?

None.

B.9—Do you foresee in the course of the first five years a creation under Article 29 of the Charter of subsidiary organs?

No.

C. ECONOMIC AND SOCIAL COUNCIL:

C.1—How frequently do you foresee the Economic and Social Council will meet?

Council meets three times a year perhaps once not in the United States of America. More frequent meetings for short periods are possible. A Council Hall for the Economic and Social Council can also be used for other purposes (Trusteeship Council).
Committee rooms in the Assembly building can be used when the Council does not meet, in September or October, otherwise committee rooms are necessary.

C.2—How many members, representatives of inter-governmental organizations, etc., would be provided for?

Round the table 18 times 7, or 126 seats for delegations (staff included) and 25 seats for inter-governmental organizations. Estimate: 20 seats for non-governmental organizations.

C.3—How many standing committees do you expect?

Five to eight commissions can be expected and 12 sub-committees. Estimate: 10 commission rooms with an average of 25 seats for delegations, 75 seats for public and visitors, and 50 seats for the press.

C.4—Should special accommodation be provided for these committees?

Two large and five small committee rooms; the use of General Assembly Committee rooms is also possible.

C.5—How many journalists, radio-broadcasters, film and photographic representatives should be provided for?

100 seats for press.
25 seats for film, etc.
35 seats for radio.

C.6—How many diplomats and how many distinguished visitors, general public and representatives of non-governmental organizations should be provided for?

Distinguished visitors and diplomats 60
Public (on balcony) 100
Non-governmental organizations 75
In the Commission rooms:
Distinquished visitors and diplomats . . 20
Public 50
Non-governmental organizations 40
Provide for 150 reserved seats for public in Council Hall.

C.7—How many governmental organizations do you think should be provided with space in the Council Hall and for how many representatives?

Twenty-five (see C.2)

C.8—What auxiliary accommodation? (President's, Vice-Presidents' and Secretary-General's offices, offices for each delegation).
Seven offices near Council Hall and delegates' lounge, hall, telephones, etc., and 18 delegations offices.
Note: Delegations can use offices in Assembly Building.

D. TRUSTEESHIP COUNCIL:

D.1—How frequently do you foresee the Trusteeship Council will meet?

Twice a year. Can use the same hall as Social and Economic Council.

D.2—How many members, representatives of trustee Powers, etc., should be provided for?

55 seats around the table.
100 seats on main floor for staff.

D.3—How many standing committees do you foresee?

Six.

D.4—What auxiliary accommodation (President's, Vice-Presidents' and Secretary-General's offices, delegates' lounge, offices for each delegation, etc.) should be provided for?

2 + 20 = 22 offices near Council Hall; 3 committee rooms for 12 to 20 persons. Lounge for 125 people and one for 50 people.
Economic and Social Council is provided for 25 offices.

D.5—How many journalists, radio-broadcasters, film and photographic representatives should be provided for?

40 seats on public information balcony in Council Hall.

D.6—How many diplomats and how many distinguished visitors, general public and representatives of non-governmental organizations should be provided for?

Diplomats and dstinguished visitors 100
Non-governmental 100
Public 350

D.7—What inter-governmental and other specialized agencies do you think should be provided with space in the Council Hall and for how many representatives?

60 seats for specialized agencies.

D.8—Should office space be provided for representatives of trusteeship powers, etc.?

See D.4.

E. SPECIALIZED AGENCIES:

E.1—What specialized agencies do you expect will have their headquarters at the site?

International Labour Organization; Food and Agriculture Organization; United Nations Educational, Scientific and Cultural Organization; a Provisional International Civil Aviation Organization; International Bank for Reconstruction and Development; the International Monetary Fund Organization; The World Health Organization; The International Refugee Organization; International Trade Organization.

Total: 9 organizations.

E.2—Do you think these agencies will have buildings of their own at or near the site or have space in the main building?

Should have separate buildings.

E.3—Do you expect that the specialized agencies will require the use of the Assembly Hall, the Council Halls or the committee rooms and how frequently?

Yes. Assembly, once a year for 25 days each; Council Halls, twice a year for 30 days each.

E.4—Can you give any indication about the size of the staff of each expected specialized agency?

Food and Agriculture	300
Health	300
ILO	300
Trade	300
Aviation	200
Others	1100
Total	2500

E.5—What kind and how much office space should be provided for specialized agencies which do not have their headquarters on the site?

2000 square feet for nine specialized agencies would be 18,000 square feet.

Meeting accommodation can be provided by the use of General Assembly accommodation (excluding September and October) by mutual arrangement between agencies. Working and permanent living accommodation must be provided for 2500 people.

F. SECRETARIAT:

F.1—How much space is required for:
(*a*) Secretary-General's offices;
(*b*) Assistant Secretaries-General's offices;
(*c*) Directors of different trades;
(*d*) Heads of Sections;
(*e*) Remaining staff requiring individual offices?

How much space is required for the staff pooled in collective offices (documents service, registry, etc.)?

How many and what size conference rooms should be provided for each department?

ORIGINAL MATERIAL SUMMARIZED AND CO-ORDINATED

	Area required Square Feet[1]
Secretary-General	11,400
Security Council	108,000[2]
Social Affairs	42,000
Economic Affairs	42,000
Trusteeship Council Department	69,900
Legal Department	22,000
Public Information	30,000
General Services	292,000
Administrative and Financial Services	67,800

F.2—What accommodation is necessary in your opinion for transient visitors and tourists (waiting-rooms, small conference rooms, etc.)?

Roughly 2500 units (or 750,000 square feet) for direct useful purposes; 800 units (240,000 square feet) for staircases, technical purposes, toilets, waiting rooms, first aid, archives, reception halls.

F.3—Should space be provided in the Secretariat building(s) for: a cinema, television cinema room, exhibition room(s) for official purposes?

Two halls each of 50 units or 30,000 square feet.

G. LIBRARY:

G.1—What size library do you think the organization will require?

Library: 1,000,000 volumes.

G.2—Should it be part of the Secretariat building or in a separate building?

Library should be a separate building.

G.3—How many reading and lecture rooms should be provided for?

Library: Reading and Lecture room for each department of Secretariat (eight).
Reading and lecture room for each specialized agency—(nine).
Total: 17 lecture rooms.
17 reading rooms.

G.4—How much and what kind of office space should be provided for?

Offices for:
1 Librarian (Director)
3 Section Chiefs
8 Assistant Librarians
20 others.

Apply data from Geneva League of Nations Library.

H. RESTAURANTS:

H.1—What kind of restaurant facilities would you suggest providing for:
(*a*) Assembly
(*b*) Councils
(*c*) Secretariat?

Assembly: 1000 seating capacity (facilities for 2000 people).

Secretariat cafeteria: 750 seating capacity.

[1] Figures include staff space and conference rooms.
[2] Includes Archives and Conference rooms.

H.2—Should there be special provision for official or group entertaining?

Yes. One large hall; several smaller rooms. Lounge and bars to be provided.

I. NATIONAL DELEGATIONS:

I.1—Do you expect that national delegations will establish their offices near the headquarters?

Provide for 70 permanent missions at the site. See A.5.

I.2—What is your estimate of the sizes of the permanent delegations?

Estimate size of permanent missions:
25 missions of 5 people..... 125
25 missions of 20 people..... 500
15 missions of 30 people..... 450
65 missions with 1075 people
5 missions of 150 to 200 (including military staff)
Total: 1825 people

J. LIVING:

It was calculated that permanent living must be provided for 7075 employees, delegates, etc., or roughly 7000.
Temporary living must be provided for 3830 or roughly 4000.
Of the permanent, 50 per cent are married.
Of the temporary, it is estimated that 10 per cent will be accompanied by families.
The permanent population will be 2 times 3500, or 7000.
7000 children; 3500 single, or 17,500.
This total population will divide into the following salary groups:

(*a*) 40% with an income up to $2500 a year.
(*b*) 20% with an income from $2500—$3499 a year
(*c*) 20% with an income from $3500 to $4999 a year
(*d*) 15% with an income from $5000 to $9999 a year
(*e*) 5% over $10,000 a year

This means that the rents should be, for these groups:

(*a*) 40% paying $400— $500 a year
(*b*) 20% paying $500— $700 a year
(*c*) 20% paying $700—$1000 a year
(*d*) 15% paying $1000—$1200 a year
(*e*) 5% paying $1200—$1500 a year

These are not facts today, but desirable objectives.

Note: A statement of the necessary service-population (doctors, shopkeepers, chauffeurs, etc.) is included in "Land Requirements for the Community Area." (Annex 6, page 65)

K. COMMUNICATION:

K.1—Would special radio facilities be desirable or if there are existing facilities, should they be used?

Provide locations for own radio station to be safe in the future, when it is necessary.

K.2—Would special airport facilities be desirable or if there are existing facilities, should they be used?

Use nearest adequate airport.

K.3—Would special railway facilities be desirable or if there are existing facilities, should they be used?

Use existing railway facilities.

K.4—Would special post, telephone and telegraph facilities be desirable or, if there are existing facilities, should they be used?

Special P.T.T. facilities in Assembly building and Secretariat building are essential.

ANNEX: SUMMARY

	Number of permanent employees	*Delegates, etc.*	*Diplomats, distinguished guests, governmental and non-governmental organizations*	*Press*	*Public and United Nations employees*	*Radio*	*Cameramen and Photographers*	*Total*
GENERAL ASSEMBLY								
(a) Total attendance	....	1200	1500	600	500	100	100	4000
(b) Temporary living ...	....	900	1000	600	200	50	50	2800
(c) Permanent living	....	...	...	...	...	...	...	....
SECURITY COUNCIL								
(a) Total attendance	300	...	200	250	300	50	25	1125
(b) Temporary living	...	...	100	125	100	50	25	400
(c) Permanent living	300	...	...	...	...	...	...	300
ECONOMIC & SOCIAL COUNCIL								
(a) Total attendance	300	150	150	100	100	35	25	860
(b) Temporary living	...	100	50	50	50	25	20	295
(c) Permanent living	300	...	...	...	...	...	...	300
TRUSTEESHIP								
(a) Total attendance	150	100	200	50	350	10	5	865
(b) Temporary living	...	100	100	25	100	5	5	335
(c) Permanent living	150	...	...	...	...	...	...	150
SPECIALIZED AGENCIES								
(a) Total attendance	2500	...	...	...	...	...	...	2500
(b) Temporary living	....	...	...	...	...	...	...	....
(c) Permanent living	2500	...	...	...	...	...	...	2500
SECRETARIAT NOT ALREADY PROVIDED FOR								
(a) Total attendance	2000	...	...	...	...	...	...	2000
(b) Temporary living	....	...	...	...	...	...	...	....
(c) Permanent living	2000	...	...	...	...	...	...	2000
NATIONAL DELEGATIONS								
(a) Total attendance	1825	...	...	...	...	...	...	1825
(b) Temporary living	....	...	...	...	...	...	...	....
(c) Permanent living	1825	...	...	...	...	...	...	1825

ANNEX 5

Land requirements for the Official Buildings Area

A. RECOMMENDATION

A (*a*) An area of two square miles or 1280 acres is considered the minimum size of site required for the official buildings. To preserve the amenities of the official buildings area, there should ideally be a permanent border park such as a public park, water supply reservoir, or parkway containing approximately one and a half square miles. This border park may lie either within or adjacent to the boundaries of the site. The permanent effectiveness of the protection afforded by this zone should be assured by unalterable natural conditions, by permanent public ownership, or by acquisition by the United Nations. Under the last alternative, the land acquired for an official buildings area and its above-mentioned border park should total approximately three and a half square miles.

A (*b*) The two square miles recommended for the official buildings area proper will be sufficient to contain the following:

1. The structures housing the Assembly, Security Council, Economic and Social Council, Trusteeship Council, Secretariat, Library, specialized agencies and national delegations. (The last group, however, can be provided for only if quartered in an enlarged Secretariat building or in five joint and not over five independent buildings; the space allowance will not permit a large number of separate buildings.)
2. Service structures and facilities directly related to the above, such as restaurants, medical services, recess facilities, heating and cooling plants, maintenance warehouse and shops, garage and parking spaces.
3. Terraces, ramps, steps, loading platforms and similar construction items necessitated by access requirements or topography.
4. Provision for expanding or adding to the structures and related facilities listed in paragraphs 1, 2 and 3, up to about fifty per cent over and above the programme now contemplated.
5. Malls, courts and other open spaces between buildings; roads, walks or connecting arcades; minor water-courses, lakes or ponds, ravines, major slopes and other topographic features unsuited for building but which are capable of being utilized as a scenic setting of the structures; wooded areas to be preserved and general landscaping to create dignified and attractive surroundings.

A (*c*) The above recommendation is made without determination at this time of the distribution within the site of the facilities among the buildings comprising the official group. Some of the national delegations may wish to place some of their official buildings outside the main official buildings area.

A (*d*) This recommendation is approximate in its very nature and can be refined later, particularly with reference to topography and other characteristics, when a specific site has been chosen. However, it is adequate as a basis for site selection.

B. BASIC ASSUMPTIONS

B (*a*) Building space requirements, on which this report is based, were obtained from the returns of the questionnaire to the Secretariat, as reviewed and co-ordinated by the Headquarters Commission, modified in minor particulars by the Headquarters Planning Staff. In general, the interpretation of such requirements was made in a manner which would avoid impeding revisions which may result from subsequent refinements.

B (*b*) To convert space into ground coverages, assumptions were necessary as to the number of floors within which such space will be distributed. Such assumptions had to be made without prejudice to programmes and lay-outs which might be developed under the direction of subsequent commissions. It is desirable to determine the required area of land on the basis of relatively low buildings in order to arrive at a total amount of land upon which either low or high buildings can be constructed. If high buildings are used, it will be desirable to increase the spacing between and around buildings and their wings.

B (*c*) Therefore, a conventionalized overall height of six stories (including basement, if any) was adopted for buildings or parts of buildings, except those where the nature of the space tended to determine other arrangements (as e.g. the Assembly Hall, or warehouse).

B (*d*) This height assumption was arrived at as follows:

1. The assumption of tall structures was not made because it might tend to restrict unduly ground coverage and thus inhibit the freedom to adopt at a later date moderate heights for some or all of the structures.
2. The assumption of exceedingly low structures was not made on account of its impracticability with regard to the amount of walking that would be required.
3. For medium-height structures of great area, vertical transportation by a combination of elevators and escalators seemed most practical. The effective height of the latter is about five stories above ground, therefore, including the basement, an average height of six stories was adopted.

B (*e*) Disposition of occupied ground was also assumed on a conventionalized basis. Buildings and their parts not otherwise determined by the nature of the space were assumed to be fifty feet wide, equivalent to two offices or similar spaces with hall between. The fifty-foot wide

building strips may be arranged in a variety of wing patterns to reduce overall length and consequent walking distances.

B (*f*) Allowance was made for site development features directly related to the buildings (as terraces, retaining walls, steps, ramps, loading docks for passengers or freight) by adopting a strip of land sixty feet wide running parallel to buildings around their perimeter. When the buildings are arranged in a wing or quadrangle pattern, the areas between wings or within such quadrangles would be covered by the assumption of the sixty-foot strips of developed land.

B (*g*) The combined area of ground occupied by structures and such closely related development strips, with certain paved areas and parking spaces, was adopted as "developed area." This area comprises 121.19 acres, or say 121 acres.

B (*h*) The "developed area" was then augmented by fifty per cent or approximately sixty acres as an allowance for expansion or addition of activities or functions to be housed, which are unpredictable at present. This allowance is intended to avoid the hazard of buildings which would become congested and therefore inefficient because of lack of expansion space, as well as the possible hazards of enforced encroachment upon spaces originally intended to be left open or purchase of adjacent lands which in the meantime may have been intensively developed under the stimulus of proximity to the United Nations Headquarters.

B (*i*) The total of the "developed area" and the expansion allowance, which may be termed "area for development," was then used as the basis for an allowance to cover open spaces between developed areas, access facilities, landscaping and topographic features to be preserved either for their scenic value or because of their unsuitability for building, or both in combination. Most of the sites investigated, in fact almost every part of Westchester and Fairfield Counties, contain a large percentage of such features which, properly used, enhance the impressiveness and beauty of the setting (as lakes, brooks, ravines, escarpments or major slopes, etc.). In the judgment of the staff a ratio of one to six between "areas for development" and open areas will suffice to permit grouping of structures with due consideration of topography. This ratio will also permit development of entrance drives, interior roads and walks with moderate grades yet without destruction of the very scenic features which originally contributed to the choice of the Westchester-Fairfield area as an appropriate location for the United Nations Headquarters.

B (*j*) A border park appears necessary under any circumstances. It will be particularly essential if a two or five square mile site is selected because the activities not accommodated on a small site will increase the pressure on surrounding areas and hasten their rapid development. The land area needed for protection will depend on circumstances, especially on the degree to which hilltop locations or other topographic features will assist in excluding or minimizing undesired encroachments. The land area will vary also with the shape of the site occupied by the official buildings. On account of the ridge-and-valley configuration of the land in Westchester and Fairfield Counties, an elongated, oblong or elliptical shape may be predicted for the official buildings site. For estimating purposes an oblong, 1 mile wide and 2 miles long was taken; and it was assumed that an average width of approximately 2,000 feet will suffice for the border park surrounding this oblong.

C. TABULATION OF GROUND COVERAGE AND DEVELOPED AREA

OFFICIAL BUILDINGS GROUP

Structure	*Ground coverage in* square feet	acres	*Developed area in* square feet	acres
Assembly	209,000	4.80	407,000	9.35
Secretariat	217,830	5.00	740,550	17.00
Security Council	91,600	2.10	240,000	5.51
Economic and Social Council and Trusteeship Council	69,000	1.58	185,000	4.25
Specialized agencies	125,000	2.89	425,000	9.76
Library	39,000	0.89	99,000	2.27
Eating facilities	48,000	1.10	163,000	3.72
Employees welfare facilities	17,800	0.41	495,500	11.37
Garage	25,000	0.57	50,200	1.15
Warehouse & shops	80,000	1.83	178,000	4.06
National delegations	170,000	3.90	578,000	13.26
Heating & conditioning plant	94,000	2.16	220,000	5.04
Parking space			1,500,000	34.45
Approximate totals	1,186,000	27.23	5,281,000	121.19

	Acres
Developed area for predictable requirements	121
Allowance for future expansion and additions fifty per cent	60
Grand total of area for development	181
Allowance for open spaces between buildings, entrance drives and general road circulation, malls and other landscape development, wooded areas to be preserved, lakes, ravines, major slopes and other topographic features unsuited for construction but utilized for scenic setting. Six times total of area for development	1,086
Total area required for official buildings area	1,267
or approximately	2 square miles
Border park around official buildings area, based on assumption of roughly oblong shape for the area, one mile by two miles, with a border park approximately 2000 feet wide = one and a half square miles.	

X A. ASSEMBLY

X A (*a*) *Requirements.*

1. Assembly Hall.

   Seating capacity has been provided for officials and staff members of the presidium on a platform, 570 delegates partly provided with desks and partly with writing shelves, 630 advisors with tablet armchairs, 1500 special guests, 800 representatives of press and radio with booths and other special requirements and 1500 members of the general public. Calculations are based on the "continental" type of seat spacing which permits members of the audience to come and go without disturbing others. The space provided, calculated on an amphitheatre type of hall, is ample for other arrangements. Provision will be made for the showing of motion pictures.

   Note: For the general public, (including United Nations employees off duty) only 500 seats were originally stipulated. This figure has been tentatively raised to 1500, with the suggestion that an even greater number may be justified by future development of United Nations' public relations policies, which may well capitalize the attraction of the new site. Curtains or other mechanical means may be used to shut off part of the auditorium when attendance is low.

2. Committee rooms.

   Seven committee rooms averaging 400 persons and ten averaging sixty persons capacity.

3. National delegations.

   Seventy office suites for national delegations, assumed to accommodate about eight persons each.

4. Offices for United Nations officials and staff.

   Since all main buildings of the headquarters group will be very large, it is reasonable to assume that the hall will be remote from the Secretariat (although the distance may vary between wide limits depending upon the scheme of planning). Therefore, in addition to the offices for the President, Vice-Presidents, and their staffs, offices will be required for the Secretary-General, one Assistant Secretary-General, and their assistants.

5. Service spaces.

   Foyers, lobbies, coat-rooms and lounges will be needed separately for delegates, officers, certain categories of special guests, the press and radio, and the general public. Workrooms will be needed for translators, press and radio. Extensive telephone, cable and telegraph services will be provided.

6. Utility space.

   The nature of occupancy will require ample circulation by stairs, ramps, escalators and elevators. Public address, broadcasting and simultaneous translation will demand special mechanical space. Normal utilities will also, of course, be provided.

7. Other space.

   It should be noted that for the purposes of this report, eating and refreshment facilities, employee welfare and recreation spaces, garages, central heating and cooling plants, storage, warehousing, etc. have been considered as units, since their distribution cannot be well approximated in the absence of lay-outs. Therefore these facilities are not listed as space requirements here, although the actual building would, of course, contain its proper share of them.

X A (*b*) *Method of Calculation*

1. Because of the specialized nature and shape of the spaces included in this building its ground coverage cannot be estimated on a conventionalized basis but must be derived from a specific, though imaginary lay-out. The lay-out described below may, of course, differ widely from the one which will be used for actual construction, and therefore some deviation as to ground coverage may also be expected.

2. It is assumed that the entire auditorium will have only one rising floor level, excepting the space assigned to radio and photographers which will be removed from direct view of the audience by use of partial balconies or recesses. Lobbies, coat-rooms, service and utility rooms will be placed largely beneath the rising floor of the auditorium; though the public entrance will project at one end, with press and radio workrooms above, and the delegates' entrance at the other end, with the presidium and Secretariat offices above.

3. Committee rooms, offices of national delegations, and further service areas will occupy a wing of three or four stories in height (the large committee rooms being two normal stories in height).

X A (*c*) *Calculation of ground coverage*

	Square feet	*Square feet*
1. Area of Assembly Hall.		
Presidium	3,000	
570 members of delegations partly provided with desks and partly with writing shelves	11,090	
630 advisors with tablet arm chairs at 9.5 square feet	5,985	
1500 distinguished visitors at 9.5 square feet	14,250	
800 press, radio, photo at 12 square feet	9,600	
1500 general public at 8 square feet	12,000	
Major aisles, space at entrances, allowance for recorders, secretaries, pages	16,000	
Total approximately	72,000	
This space is counted as ground coverage		72,000
2. Main public entrances, lobby, possibly combined with hall of honour or exhibit space, covered car and bus loading platforms, information, etc.; counted as ground coverage		15,000
3. Public cloak-rooms, toilets, refreshment; pass control, guard headquarters; press, radio, translators lounges and work rooms; telephone exchange, telephone and wire services rooms – placed largely beneath rising portion of Assembly Hall and therefore about one-quarter of total area is counted as ground coverage		4,000
4. Delegates' entrance, lounge, cloak-rooms, etc.; counted as ground coverage		10,000
5. Offices for President, Vice-President, Secretary-General and Assistant Secretary-General: approximately 5,000 square feet placed above delegates' lounges and therefore, not counted as ground coverage.		
6. Wing for committee rooms, offices of national delegations, entrances for press and radio, distinguished visitors.		
Seven committee rooms for average of 400 persons at 20 square feet	56,000	
Corridors, coat-rooms, toilets, phone rooms	22,000	
	78,000	
The large committee rooms will be two normal floors high.		
Ten committee rooms for average of sixty persons at 20 square feet	12,000	
Corridors, etc.	4,000	
	16,000	
		101,000
Seventy national delegations' offices.		
Allowance for eight (out of fifteen) members of each delegation at 100 square feet	56,000	
plus forty per cent for corridors, etc.	22,400	
	78,400	
Entrances for press and radio, distinguished visitors	6,000	
The above listed space may be arranged as follows:		
First floor entrances	10,000	
Large committee rooms	78,000	
One-third of small committee rooms	5,400	
	93,400	
Second floor		
Airspace of large committee rooms	78,000	
Two-thirds of small committee rooms	10,600	
	88,600	
Third floor		
National delegations	78,400	
Ground coverage is taken therefore as		93,400
7. Allowance for ramps, escalators, elevators, stairs, main structural supports and air ducts per floor		15,000
Total ground coverage approximately		209,400

X A (*d*) *Calculation of developed area*

	Square feet	*Square feet*
1. The Assembly Building is likely to have an irregular although not necessarily asymmetrical plan with greatest overall dimensions of possibly 1200 feet by 450 feet. More compact arrangements are feasible. On the above assumption, however, the developed strip would be 2 times (1200 plus 450) times 60	198,000	
Ground coverage of building itself approximately	209,000	
Total developed area approximately	407,000	

X B. SECRETARIAT

X B (*a*) *Requirements*

Space requirements for this structure were compiled by the Headquarters Commission from data supplied by the staff of the Secretariat and subsequently modified in minor particulars by the Planning Staff. It should be noted that certain categories of space as warehouse, garage, restaurant, medical, and recess facilities, etc., which service the entire headquarters group are considered in separate sections of this report. Such facilities may be provided in one of the group of buildings in a separate building or buildings, or may be divided into smaller units located in the several buildings of the headquarters group. From the point of view of total ground coverage, the manner of their distribution appears insignificant.

X B (*b*) *Space Calculations*

1. Office space. The spaces listed in this subsection are calculated on the basis of total payroll for the sake of brevity, although some of the employees work in special rooms listed separately, where space requirements are determined by equipment. The error due to such overlapping is not significant. Unit size: 21 feet x 21 feet = 441 square feet gross building space.

Allowances:

	Units
Office of Secretary-General	3.5
Offices type (*b*)	2.5
Offices type (*c*)	1.5
Offices type (*d*)	1.0
Offices type (*e*)	0.2

Tabulation:

	Units	*Units*
Secretary-General		
private office	3.5	
1 x 2.5	2.5	
5 x 1.5	7.5	
5 x 1	5	
39 x 0.2	7.8	
2 conference rooms	2.5	28.8
Social Affairs		
2 x 2.5	5	
35 x 1.5	52.5	
20 x 1	20	
68 x 0.2	13.6	91.1
Economic Affairs		
2 x 2.5	5	
32 x 1.5	48	
25 x 1	25	
99 x 0.2	19.8	
1 conference room	3	100.8
Public Information		
2 x 2.5	5	
12 x 1.5	18	
44 x 1	44	
52 x 0.2	10.4	
2 conference rooms	6	83.4
Legal Department		
1 x 2.5	2.5	
6 x 1.5	9	
13 x 1	13	
32 x 0.2	6.4	
1 conference room	3	33.9
Administrative and Financial		
2 x 2.5	5	
58 x 1.5	87	
27 x 1	27	
155 x 0.2	31	
4 conference rooms	18	168
Trusteeship Council Department		
2 x 2.5	5	
75 x 1.5	112.5	
18 x 1	18	
56 x 0.2	11.2	
2 conference rooms	6.5	153.2
General Services		
2 x 2.5	5	
185 x 1.5	277.5	
229 x 1	229	
1094 x 0.2	218.8	
2 conference rooms	6	736.3
Security Council (including Military Staff)		
2 x 2.5	5	
168 x 1.5	252	
70 x 1	70	
60 x 0.2	12	
conference rooms	12	351
Total for offices		1746.5

	Square feet
Converted to square feet: 1746.5 by 441 = approximately	794,000
2. Small auditoria (cinemas) Two auditoria of graduated sizes, totaling 4500 square feet. These rooms will require approximately 2½ normal story heights. Therefore the equivalent floor area for tabulation purposes .....4500 times 2.5	11,250
3. Reception lobby, vestibule, information Approximately 4000 square feet 2 stories high. Equivalent floor area .....4000 times 2	8,000
4. Concession space (not including eating facilities) with storage; space for wire and cable companies; public telephone room; news ticker and facsimile space..	4,000
5. Photographic suite for stills, movies, and microfilm including negative file	2,500
6. Blueprinting, photostating, printing (other reproduction included under Offices), plain and refrigerated paper storage.....	2,600
7. Vaults, central filing system of United Nations. This item is not mentioned among the data in the questionnaire returns, but will obviously be quite large and grow as time passes. The amount of space listed here represents preliminary judgment only, based on experience with other large organizations and on the assumption that perpetual growth of space requirements will be prevented by periodic removal of obsolete material.	100,000
8. Storage for stationery, printed matter, furniture and furnishings (not included under General Storage and Warehouse), loading docks for buses, passenger cars, mail and supply trucks, receiving rooms.....	11,250
9. Total of specifically described space	933,600
10. Allowance for elevators, escalators, halls and corridors, walls, columns, shafts, local (zone) air conditoning stations, mechanical equipment (other than central heating and cooling), toilets, women's rest rooms — 40 per cent of 933,600, approximately.....	373,400
11. Total floor area	1,307,000

X B (*c*) *Ground Coverage*

Total floor area divided among 6 floors: 1,307,000 ÷ 6 = approximately 217,830 square feet.

X B (*d*) *Developed Area*

1. Total length of building and wings based on 50 foot width would be 217,830 ÷ 50 = 4,356 feet.
2. Developed strip of 60 foot width both sides 4,356 x 2 x 60 = 522,720 square feet.
3. Total developed area 217,830 + 522,720 = 740,550 square feet.

X C. SECURITY COUNCIL

X C (*a*) *Requirements*

1. Council Hall seating arrangements are described with some variation of terms and numbers. For the purpose of this report assumptions were made as shown in the calculations. For the general public, 350 seats were requested by the Secretariat Staff but it seemed advisable to allow for a larger number at this stage, subject to later development of public relations policies. Therefore 700 seats were assumed. All seating is assumed to be of the "continental" type. It is assumed there will be no balconies except for press, radio and photographers.
2. Committee rooms also somewhat undefined but eight are assumed. Size assumed to accommodate, on the average, sixty participants and sixty in the audience.
3. Office requirements for Military Staff Committee and Atomic Energy Commission assumed as stated in Mr. Sobolev's memo to Mr. Cordier, 11 June 1946.

X C (*b*) *Method of Calculation*

1. Because of the specialized nature and shape of spaces included in this building, its ground coverage cannot be estimated on a conventionalized basis but must be derived from a specific, though imaginary lay-out. The lay-out described below may, of course, differ widely from the one which will be used for actual construction, and therefore some deviation as to ground coverage may also be expected.
2. It is assumed that under the rising floor of the Council Chamber will be situated most of the service facilities as coat-rooms, toilets, concession, pass control, guard rooms; while press, radio, photographers, and translators workrooms will be placed above the public entrance, the spaces occupied by wire and telephone services and the public lobby. Committee rooms and offices of national delegations will occupy one wing, offices of the Military Staff Committee and the Atomic Energy Commission will occupy another wing. Offices of the presidium and the Secretariat will be placed over the delegates' entrance and lounge.

X C (c) *Calculation of ground coverage*	*Square feet*	*Square feet*
1. Area of Council Hall.		
Space for 11 members, 11 assistants, Secretary-General, Assistant Secretary-General, 7 assistants, 4 representatives of non-member nations and 4 assistants at council table platform, recorders, stenographers, etc.		2,500
100 seats with desks on main floor at 37 square feet		3,700
100 seats for delegates staffs with writing shelves on platform at 17 square feet		1,700
175 seats for distinguished guests, including representatives of non-member nations at 9.5 square feet		1,660
100 seats for voluntary organizations at 9.5 square feet		950
325 seats, booths, etc. for press, radio, photographers at 12 square feet		3,900
700 seats for general public at 8 square feet		5,600
Extra space for main aisles and at entrances allowance for pages, etc.		5,840
Total		25,850
This space is counted as ground coverage		25,850
2. Public entrance, information, concession	4,000	
Telephone, telegraph, cable offices	4,000	
This space counted as ground coverage		8,000
3. Press, radio and translators workrooms above, not counted as ground coverage.		
4. Coat-rooms, toilets, concessions, pass control, guard rooms, etc. services beneath rising floor of Council Chamber, not counted as ground coverage.		
5. Delegates' entrance, lounge, bar, coat-rooms, counted as coverage		4,500
6. President's suite	1,600	
Assistant Secretary-General's office with up to 7 assistants	1,600	
Plus 40 per cent for circulation, etc.	1,280	
	4,480	
This space is located above delegates entrance and is therefore not counted.		
7. Offices of national delegations.		
11 offices of 800 square feet average	8,800	
Committee rooms.		
8 seating 120 persons average, at 20 square feet per person	19,200	
	28,000	
Plus 40 per cent for circulation and services	11,200	
Total	39,200	
Divided among two and a half floor levels — ground coverage approximately		15,750
8. Military Staff Committee	70,000	
Atomic Energy Commission	15,000	
Lobby, lounge, guard, etc.	5,000	
Total	90,000	
Circulation and services 40 per cent	36,000	
Total	126,000	
Divided among four floor levels, ground coverage approximately		31,500
9. Allowance for stairs, ramps, elevators, main structural supports and air ducts		6,000
Total ground coverage		91,600

X C (*d*) *Developed area*

1. The Security Council Building is likely to have an irregular although not necessarily asymmetric plan with greatest overall dimensions of possibly 950 feet by 285 feet. More compact arrangements are feasible. On the above assumption, however, the developed strip would be

	Square feet
2 x (950 + 285) x 60 = ...	148,200
Ground coverage of building itself	91,600
Total developed area, approximately	240,000

X D. BUILDING FOR ECONOMIC AND SOCIAL COUNCIL AND TRUSTEESHIP COUNCIL

X D (*a*) *Requirements*

It is assumed that the activities of these two agencies will be so staged as to permit alternate use of the same facilities. The requirements used as a basis of calculations are derived in each case from the agency which needs the greater amount of space.

X D (*b*) *Method of Calculation*

The general disposition of spaces is assumed to be similar to that described for the Security Council. Therefore the same method of calculation is used, viz: ground coverage is calculated with regard to superimposition of space units over each other in accordance with an imaginary lay-out, which may, of course, differ greatly from the actual scheme eventually adopted.

X D (*c*) *Calculation of ground coverage*

	Square feet	*Square feet*
1. Council Chamber.		
Space for council table with about 55 occupants, plus space for recorder, stenographers, etc.	3,500	
Seating on main floor for 100 members of delegations' staffs with writing desks at 37 square feet	3,700	
Same for 60 representatives of specialized agencies with writing shelves at 17 square feet	1,020	
Special guests 200 seats at 9.5 square feet	1,900	
Press, radio, films, 160 seats, booths, etc. at 12 square feet	1,920	
General public 350 seats at 8 square feet	2,800	
Extra space for main aisles and at entrances allowance for pages, etc. ..	4,500	
Total		19,340
This space is counted as ground coverage, approximately		19,400
2. Public entrance, information, concessions	3,200	
Telephone, telegraph, cable offices	3,000	
This space is counted as ground coverage		6,200
3. Press, radio and translators workrooms above, not counted as ground coverage; press entrance		2,000
4. Coat-rooms, concessions, pass control, guard rooms, etc. services beneath rising floor of Council Chamber, not counted as ground coverage.		
5. Delegates' entrance, lounge, bar, coat-rooms, counted as coverage		4,500
6. 10 committee rooms of 150 capacity each at 20 square feet per person ..	30,000	
Plus 40 per cent for circulation and services	12,000	
	42,000	
Divided among two floors, ground coverage		21,000
7. Two office suites for President and Vice-President, with secretarial space and small conference rooms	3,200	
20 offices for national delegations of 8 persons each, at 100 square feet per person	16,000	
Offices for Secretary-General, Secretary of Council, Assistant Secretary-General, 800 square feet each	2,400	
3 offices for Secretariat officials, 400 square feet	1,200	
Reception lounge for public on business visits, 50 persons at 30 square feet	1,500	
Sub-total	24,300	
Plus 40 per cent for circulation and services	9,720	
Total, approximately	34,000	

	Square feet
Divided among three floors, ground coverage approximately	11,300
Allowance for stairs, ramps, elevators, main structural supports, air ducts	4,800
Total ground coverage, approximately	69,000

X D (*d*) *Developed area*	*Square feet*
1. This building is likely to have an irregular although not necessarily asymmetrical plan with greatest overall dimensions of possibly 720 feet by 250 feet. More compact arrangements are feasible. On the above assumption, however, the developed strip would be 2 x (720 + 250) x 60	116,400
Ground coverage of building itself	69,000
Total developed area, approximately	185,000

X E. SPECIALIZED AGENCIES

X E (*a*) *Requirement*

1. The total number of specialized agencies as well as the number maintaining headquarters at the site have been the subjects of widely divergent estimates. Requirements are based on the latest available information (Memorandum dated 5 August 1946, Bruce R. Turner to Glenn Bennett) as follows: There are nine such organizations already established or definitely contemplated; with a prospect of an additonal three or four to be created within the next several years. Twelve to fifteen organizations are the absolute maximum for which any provision need be considered. It is probable that a majority of them will establish headquarters elsewhere. Of the eight organizations so far established in permanent or preliminary form, four have definitely selected other localities while three indicated willingness to consider the United Nations site but none made commitments to locate there. Any specialized agency that may eventually decide in favour of the United Nations site will require an independent building.
2. Based on the foregoing, the following combination of assumptions is made for the purposes of this survey;
3. Provision shall be made for an eventual total of 15 specialized agencies.
4. Of that number, 6 may choose the United Nations site for their headquarters, and will require independent buildings to house up to 250 employees each.
5. Such buildings will be largely self-contained and therefore require meeting and committee rooms, files, printing and duplicating units and similar facilities in about the same proportion as the Secretariat building.
6. The remaining 9 non-resident specialized agencies will require liaison offices of approximately 2000 square feet each. These may be consolidated in one structure, or in a wing of the Secretariat.

X E (*b*) *Calculation of ground coverage*

1. The proportion of ground coverage per employee in the building is as follows for the Secretariat:
   217,830 square feet ÷ 2700 = 80.5 square feet per person.
2. Ground coverage for 6 independent buildings to accommodate 250 employees each would be 6 x 250 x 80.5 = 120,750 square feet.
3. Liaison offices will occupy the following area:

	Square feet
9 offices at 2000 square feet each	18,000
Plus 40 per cent for circulation and services	7,200
Total	25,200

4. This floor area distributed among 6 floors will yield ground coverage as follows: 25,200 ÷ 6 = 4,200 square feet.
5. Total ground coverage for 6 independent buildings and one consolidated building or wing: 120,750 + 4,200 = approximately 125,000 square feet.

X E (*c*) *Developed area*

1. Total length of 7 structures based on 50 foot width would be: 125,000 ÷ 50 = 2,500 feet.
2. Developed strip of 60 foot width both sides: 2,500 x 2 x 60 = 300,000 square feet.
3. Total developed area: 125,000 + 300,000 = 425,000 square feet.

X F. LIBRARY

X F (*a*) *Requirement*

The Secretariat Staff recommended that the library have stack space for 1,000,000 volumes, one reading and one lecture room for each department of the Secretariat and each of the Specialized Agencies with headquarters on the site (2 by 17), offices and workrooms for 1 librarian, 3 section chiefs, 8 assistant librarians and 20 others, 50 study rooms for scholars. In addition, it may be assumed there will be a general reading room, catalog index room, magazine and newspaper rooms, microfilm, record, film and perhaps magnetized wire or tape record collections, facilities for viewing or listening to items of these collections, exhibit rooms, photostatic and photographic laboratories, vaults, shipping and receiving spaces, repair, bindery and printing rooms.

X F (*b*) *Calculation of Space*

1. Members of the Headquarters Commission have suggested adoption of the League of Nations library as a basis. Therefore this interim calculation is based on the ground coverage of that library, (3000 m.² or 32,400 square feet), and on the following assumptions:

That the more recently accepted types of collections and new library practices may require some 20 per cent more space.

That in the course of planning it may be found desirable to adopt a more open scheme with more fully daylighted wings.

X F (*c*) *Ground coverage and developed area*

	Square feet
1. Ground coverage of building would be 32,400 square feet + 20 per cent = approximately	39,000
2. Greatest overall dimensions are assumed as 200 feet by 300 feet, therefore the area of the developed strip would be 2 x (200 + 300) x 60	60,000
Total developed area, approximately	99,000

X G. EATING FACILITIES

X G (*a*) *Assumed Requirement*

For the purposes of this report the following assumptions are made:

1. Eating facilities should be provided for all persons present at the headquarters group of buildings at meal times, including visitors.
2. Of the above defined potential patronage, about 35 per cent of the official and accredited population may be assumed to take their meals elsewhere. Of the visitors 50 per cent may be assumed to require no service.
3. Population of the headquarters group will reach its peak when the Assembly and the Security Council are in simultaneous session, as follows: (General public excluded)

	Number of Persons
Assembly (including press and special guests)	3,550
Secretariat	2,650
Security Council (including press and special guests)	740
Military Staff Committee and Atomic Energy Commission (derived from floor space) 85,000 square feet ÷ 200 square feet per person	425
Specialized agencies	1,550
Library (estimate)	150
Miscellaneous (Maintenance and concessionnaires' staff, etc.)	300
Total, official and accredited population	9,365
General public (on basis of seats reserved in Assembly and Security Council Halls)	2,200
Grand total, approximately	11,565

X G (*b*) *Basis of calculation*

1. Of the official and accredited population of 9,365 persons 65 per cent, or approximately 6,200 persons, are to be served.

   Of this number

   10 per cent or 620 are assumed to normally attend the private dining rooms

   25 per cent or 1550 are assumed to prefer the table service dining rooms

   30 per cent or 1860 are assumed to prefer cafeteria service

   25 per cent or 1550 are assumed to prefer lunch counter service

   10 per cent or 620 are assumed to require lounging space for consumption of lunches brought by them, with only supplementary items purchased.
2. Of the 2200 members of the general public 50 per cent or 1100 are to be served. It is presumed that about 500 will desire table service, 400 cafeteria service, and 200 counter service.
3. Number of sittings is assumed as follows:

	Sitting Per Meal
Private dining rooms	1
Table service dining rooms	2
Cafeterias	3
Lunch counters	4
Lunch-Lounges	2

(This schedule is heavier than desirable but would be in effect only during the two peak months.)

4. Space per seat was calculated as follows:

	Square Feet	*Square Feet*
Private dining rooms	25	
service	25	50
Table service dining rooms	20	
service	15	35
Cafeteria	15	
service	10	25
Lunch counters		24
Lunch-lounges	15	
service	2	17

5. Bars and cocktail lounges were assumed on the basis of one place per thirty persons of total population, with 20 square feet per place.
6. Refreshment counters were assumed on the basis of one place per 40 persons of total population with 20 square feet per place.

X G (*c*) *Calculation of space*

	Square feet
1. Private dining room 620 seats at 50 square feet	31,000
2. Table service dining rooms 1550 + 500 = 2050 ÷ 2 = 1025 seats at 35 square feet	35,875
3. Cafeterias 1860 + 400 = 2260 ÷ 3 = 750 seats at 25 square feet	18,750

	Square feet
4. Lunch counters 1550 + 200 = 1750 ÷ 4 = 440 seats at 24 square feet	10,560
5. Lunch lounges 620 ÷ 2 = 310 seats at 17 square feet	5,250
6. Bars and cocktail lounges 11,560 ÷ 30 = 385 places at 20 square feet	7,700
7. Refreshment counters 11,560 ÷ 40 = 289 places at 20 square feet	5,780
8. Allowance for waiting space, toilets, etc. 1.75 square feet per seat, total of 3,956 seats	6,900
9. Space for receiving, shipping, refrigerated and other bulk storage, trash and garbage	20,000
Total, approximately	142,000

X G (*d*) *Calculation of ground coverage*

1. It is assumed that the total eating facilities space will be distributed to minimize walking distances, exposure to weather and congestion. Therefore ground coverage can be only conjectured, since some of the space may be in multi-story buildings, while some may occur in separate buildings or wings.
2. For the purposes of this report it is assumed that half of the space will be in 6-story buildings, rated at 1/6 coverage

	Square feet
142,000 ÷ 2 ÷ 6 = approximately	12,000
and the other half in buildings or wings of two stories 142,000 ÷ 2 ÷ 2 = approximately	36,000
Total	48,000

X G (*e*) *Calculation of developed area*

	Square feet
On the basis of 50 foot width, 48,000 square feet would take a length of 960 feet. The developed strip would be counted 2 x 960 x 60 =	115,200
ground coverage by building	48,000
Total developed area, approximately	163,000

X H. EMPLOYEE WELFARE FACILITIES

X H (*a*) *Assumptions*

1. It is assumed that major facilities for off-duty recreation of employees will be more usefully located within easy reach of residential areas than in the headquarters group. Facilities for daytime and recess-period recreation and welfare should be provided at the headquarters buildings.
2. Restaurant facilities, discussed in another Section of this report include lunch lounges, soda fountains, bars, etc. In addition, general lounging space for recess time will be provided.
3. Outdoors space developed for lounging and minor games will be greatly enjoyed by employees during lunch recess for the greater part of the year.
4. It is assumed that United Nations will conduct a medical programme comparable to the practice of large corporations, including examinations upon employment, at periodic intervals and upon separation, examinations after sick leave, certain types of preventive treatment and treatment of service connected disabilities. Such programme would require a medical suite apart from first aid stations.
5. Some provision for shower rooms and dressing rooms appears desirable for employees, delegates, etc. arriving directly from airports or at odd hours of the night (apart from the customary locker and shower rooms for manual labor).
6. It is assumed that for the greater comfort of employees locker space will be provided for all office workers not having access to private coat closets.
7. In-service training, indoctrination of new employees will require several classrooms at the headquarters group, although most off-duty training activities may be carried on more successfully through the schools.
8. It is assumed that a credit union among employees will be encouraged.

X H (*b*) *Calculation of space*

	Square feet
1. General lounging space 6 units of 4000 square feet each	24,000
2. Medical suite	5,000
12 first aid rooms at 300 square feet	3,600
12 infirmaries at 300 square feet	3,600
3. Shower and dressing rooms for officials and delegates 6 at 400 square feet	2,400
4. Locker rooms for 5,000 employees at 5.5 square feet	27,500
5. 6 classrooms of 800 square feet each	4,800
2 classrooms of 1200 square feet each	2,400
Offices, storage rooms, library for training classroom	1,200
6. 6 credit union offices at 300 square feet	1,800
	76,300
40 per cent for circulation, etc.	30,520
Total, approximately	107,000

X H (*c*) *Ground coverage*

These facilities for employee recreation may be assumed to be located in the various headquarters buildings averaging 6 stories in height, therefore ground occupancy will be one-sixth of area

107,000 ÷ 6 = 17,800 square feet

X H (*d*) *Developed area*

On the basis of 50 foot wide buildings, 17,800 square feet would extend 356 feet, thus the developed strip would amount to

	Square feet
2 x 356 x 60 = ...	42,700
In addition, approximately ten acres might be developed in several parcels for light outdoors games and recreation	435,000
Ground coverage of building.....	17,800
Total developed area, approximately	495,500

X I. GARAGE

X I (*a*) *Requirement*

Number of official cars at present about 50. (Number of chauffeurs 92). In all probability more cars will be needed in new location. In addition, high-ranking officials should receive assigned garage space for personal cars. A few light trucks in daily use for mail, maintenance, etc., may also be parked within the Headquarters District. Memo to the Secretary-General from the Assistant Secretary-General of the Department of Conference and General Services, 18 June 1946, requests 75,000 square feet, sufficient for about 250 cars, plus employee facilities, wash-rack, etc. Garage requirements of National Delegations Headquarters are not intended to be covered by this allowance.

X I (*b*) *Distribution*

Depending on lay-out of the major buildings, this space may be distributed in more than one location. The calculation is based, however, on a separate garage wing or building, requiring the largest ground coverage.

X I (*c*) *Ground coverage*

Since the garage should preferably not extend over more than three floors, ground coverage may be approximated as 25,000 square feet.

X I (*d*) *Developed area*

Assuming a width of about 120 feet, the length would be approximately 210 feet, therefore the total developed area will be calculated as 25,000 + (210 x 2 x 60) = 50,200 square feet.

X J. SHOPS AND STORAGE

X J (*a*) *Requirement*

The following were suggested by the Assistant Secretary-General of the Department of Conference and General Services in a memo to the Secretary-General dated 18 June 1946:

	Square feet
Materials and equipment storage.	25,000
Warehouse	150,000
Maintenance and repair.....	20,000
Total, approximately	200,000

X J (*b*) *Ground coverage*

It is possible that under favourable topographic conditions space for the above activities may be found in the basement of one of the major structures where a certain amount of noise and traffic will not be objectionable. For the purposes of this report, however, it is assumed that all of these spaces will be consolidated in a two-and-a-half story building, 200 feet by 400 feet, with ground occupancy of 80,000 square feet.

X J (*c*) *Developed area*

	Square feet
It is further assumed that around the structure there will be a paved area for trucking, temporary outdoor storage, possibly railroad siding.....	20,000
Developed strip along structure and paved yard 2 x (250 + 400) x 60....	78,000
Ground coverage of building.....	80,000
Total developed area.....	178,000

X K. NATIONAL DELEGATIONS

X K (*a*) *Requirement*

1. It is expected that all member nations will maintain permanent delegations at the site. The size of these delegations may vary widely from a few officials to hundreds of employees. For a particular nation it may vary from time to time in accordance with the temporary memberships held by that nation on the councils. For the purposes of this report it is assumed that sixty-five missions will have a total staff of 1075 persons while the five permanent members of the Security Council will each maintain missions averaging 175 persons, a total of 875, and a grand total of 1950 persons.

2. The member nations may prefer different ways of quartering their mission offices. Some may prefer to merely expand the living quarters of their principal delegates, others may wish to build independent buildings, or to occupy space provided by the United Nations. Opinion was expressed in favour of scattering missions through the residential areas, grouping them in compounds separately from the United Nations headquarters group, or placing them in the proximity of that group.

3. For the purposes of this report, a recommendation made by the Requirements Committee is adopted as follows:

   The five large missions will occupy independent buildings.

   The sixty-five small missions will be offered space in approximately five joint buildings. All of the above buildings to be situated within the Headquarters District.

4. The advantages of the above assumption are as follows:

   All missions would be within reasonable distance of the headquarters group, yet the hazard of clashing appearance between seventy independently planned buildings and the headquarters group may be avoided by overall control of planning by the United Nations.

   Certain services and facilities could be used jointly by the smaller missions.

Space could be reassigned as needed in accordance with increases or decreases in mission staffs.

Buildings of more stories could be used, thus diminishing ground coverage and materially reducing overall distances.

X K (*b*) *Ground Coverage*

1. Proportion of ground coverage to number of persons on staff may be derived from the Secretariat Building, with the exception of items noted in next paragraph.

   Ground coverage of that building was estimated as 217,830 square feet for an occupancy of approximately 2,650.

	Square feet
217,830 ÷ 2650 = 81 square feet per person 1950 x 81 = approximately...	158,000

2. The missions will presumably require certain independent services as garage, eating facilities, warehouses, etc., which are not included in the above base figure. Allowance of 8 per cent, approximately 12,000

3. Total 170,000

X K (*c*) *Developed area*

1. Total length of buildings and wings based on 50 foot width would be 170,000 ÷ 50 = 3,400 feet.
2. Developed strip of 60 foot width both sides 3,400 x 2 x 60 = 408,000 square feet.
3. Total developed area 170,000 + 408,000 = 578,000 square feet.

X L. HEATING AND CONDITIONING PLANT

X L (*a*) *Requirement*

1. The type and disposition of heating and air conditioning equipment cannot be well predicted at this time. For the purposes of this report the following assumptions are made:
2. Heating will be by steam or hot water, with reduction valves or heat exchangers in the basement of each building, requiring no additonal ground coverage. High pressure steam service will originate in one central boiler plant.
3. This plant will burn oil, therefore no provision need be made for a coal storage yard. Oil will be received by pipeline from a railroad siding or other source beyond the official buildings area, therefore no space need be set aside for railroad trackage or siding within the site.
4. Refrigerating equipment will be electrically operated and compressors will be placed in the basements of individual buildings, thus requiring no additional ground coverage. The cooling water will, however, be pumped to central cooling towers, presumably located in conjunction with the central heating plant. (The economy of this assumption cannot be determined until tentative layouts are established, but it was made in the interest of safety with respect to ground coverage.)

X L (*b*) *Ground Coverage*

1. Boiler plant for heating — approximately total cubage of 85 million cubic feet (including approximately 11 million cubic feet of 60° basements, warehouses, shops, garage, etc.)

	Square feet
400 x 80 = ...	32,000
2. Oil tank compound 100 x 200 = ...	20,000
3. Cooling towers for approximately 75 million cubic feet of conditioned space 120 x 300 = ...	36,000
4. Maintenance shop and garage 60 x 100 = ...	6,000
Total covered by structures.	94,000

X L (*c*) *Developed area*

1. Surfaced areas between the foregoing structures (according to an assumed disposition of units)....	24,000
2. Development strip 60 feet wide containing access and peripheral drives, cut and fill slopes screen planting, for compound of overall dimensions 400 x 380 2 x (400 + 380) x 60.....	93,600
3. Developed open area 24,000 + 93,600.....	117,600
4. Total developed area 94,000 + 117,600 = approximately	220,000

X M. PARKING SPACE

The total requirement for parking may vary widely depending on the location of the Official Buildings Area with regard to residential quarters of employees, adequacy of common carrier service, interchangeable use of parking spaces as between adjacent buildings, and other factors. Peak use at times when the Assembly and the Security Council are in session will be affected by the degree of public interest that may develop. It should be noted that in the Assembly and Security Council auditoria approximately 1100 seats are to be provided for press, radio, motion picture and photo service representatives, and 4000 for distinguished visitors, voluntary organizations and the general public. The majority of the public information representatives are likely to arrive in individual cars, while special visitors and the general public will come largely in cars also, in small groups. This load will be superimposed upon employees and delegates cars.

Space for 4000 cars has been suggested by members of the Headquarters Commission. For cars parked by their drivers (not by specially skilled employees) approximately 300 square feet of paved area is required per car, including driveway. For planting strips between rows of cars 75 square feet may be added. Thus the required area will be:

4000 x 375 = 1,500,000 square feet.

This area will presumably be conveniently distributed in smaller parking lots. In view of the factors mentioned in the first paragraph, this area may be regarded as an approximate minimum under favourable circumstances.

ANNEX 6

Land requirements for the Community Area

A. RECOMMENDATIONS

A-(*a*) Land areas for community development are estimated in the amounts set forth below, separately for each of two alternative assumptions. These amounts are intended to provide for residences and apartments, hotels, shops, business, offices, public and semi-public facilities, neighbourhood parks and playgrounds, and the streets and walks serving the above; they include an allowance for expansion up to fifty per cent beyond presently predictable needs; they do not include allowances for land unsuited for development and for separation zones between neighbourhoods or border parks, which are given separately.

An average density of twenty persons per net acre has been adopted for residential areas, as explained later in this Annex.

Alternative assumption I. A self-contained community housing all United Nations personnel and requisite service personnel together with the families of the foregoing on the site, complete with community facilities and services: 11.25 square miles of land suitable for development.

Alternative assumption II. A community housing all United Nations personnel on the site and that part (thirty per cent) of the service personnel whose residence there is highly desirable for the safety, efficiency and continuity of operations; together with the families of the foregoing; complete with community facilities and services: 6.2 square miles of land suitable for development.

A-(*b*) In addition to areas for present and future development, for the purposes of this preliminary calculation, the following allowances are made for topographically unsuited sections contained within the development areas and for border parks around the development areas as well as for separation zones between their component units:

	Area in Square miles
Alternative assumption I. (Self-contained community):	
Topographic contingency	2.81
Border park and separation zones as required.	
Alternative assumption II. (Community of United Nations personnel and highly desirable service personnel):	
Topographic contingency	1.55
Border park and separation zones as required.	

The basis for the above allowances is presented later in this annex.

A-(*c*) Summary of recommended land areas:

Alternative assumption I.

	Area in Square miles
Development area	11.25
Topographic contingency	2.81
Border park and separation zones as required.	
Total	14.06
plus acreage for border park and separation zones	

Alternative assumption II.

Development area	6.20
Topographic contingency	1.55
Border park and separation zones as required.	
Total	7.75
plus acreage for border park and separation zones	

These totals do not include the land area for the official buildings district (3½ square miles) which has been estimated and reported separately in Annex 5, p. 51.

B. BASIC ASSUMPTIONS

B-(*a*) *Estimates of population.*

The estimated total of United Nations employees and their families requiring permanent quarters and the totals of the United Nations and related personnel requiring temporary quarters, as given in the "Summary of the Requirements of the United Nations, *based upon the replies from the Secretariat to the questionnaire of the Headquarters Commission,*" has been used without change. The requisite service population has been calculated from these totals.

B-(*b*) *Alternative assumptions.*

The United Nations community area requirements have been calculated on the basis of the two alternative assumptions, namely:

I. That all United Nations personnel and all requisite service personnel, together with the families of the foregoing, will be offered housing within the community area and that all necessary community facilities and services will be provided within the borders of the community area, and

II. That housing and requisite community facilities will be provided within the site for all the United Nations personnel and their families and that portion of the service workers and their families whose residence in the community is highly desirable.

B-(*c*) *Choice of residence.*

I. For the purpose of this report, it is assumed that about ten per cent of the United Nations personnel and service workers will prefer to live off the site. Interest in living outside of the community will be influenced by availability of outside housing, school policies and facilities, taxes, attractiveness of the community and by personal considerations.

II. It also is assumed that some persons not connected with the United Nations may be permitted to live in the community and may be permitted to do so to the extent of ten per cent of the population. This group may consist of accredited representatives of non-governmental organizations; former United Nations personnel retired after years of service; eminent persons invited by the United Nations, etc.

B-(*d*) *Allowances.*

In this report allowance has been made for land unusable for building because of surface configuration, rock outcrops, water bodies, or other conditions. Likewise, allowance has been made for reasonable expansion of facilities. However, no allowance has been made for the possible addition of other types of activities, such as research institutes, a university, or other cultural institutions.

C. COMPUTATION OF DEVELOPED AREA FOR SELF-CONTAINED COMMUNITY

C-(*a*) *Population of the United Nations Community.*

I. United Nations Employees and delegates requiring permanent quarters.....7,000[1]

II. Members of United Nations personnel's families requiring permanent quarters 10,500

It is estimated by the Secretariat that of the 7000 permanent personnel of United Nations, half, or 3500, will be accompanied by their families. Assuming that the average family will number four persons, there will be three persons per family in addition to the personnel, or a total of 10,500 (3 times 3500). This means that the United Nations community will include 3500 persons without families, 3500 persons with families and 10,500 family members making a total of 17,500. On this basis, housing either within or without the community area will be required for a United Nations community of 17,500. Although opinions differ as to the number of persons who will be accompanied by their families, it appears wise not to underestimate the number. Probably the practice of families accompanying personnel will tend to increase as it becomes known that pleasant living conditions at reasonable cost are available.

III. United Nations personnel requiring temporary quarters: 400 to 4000.

In addition to the permanent employees, it is estimated that delegates and their staffs will be in temporary residence from a continuing minimum of 400 to a temporary maximum of 4000. (This estimate is taken from the "Summary of the Requirements of the United Nations" Annex 4, page 45). This latter figure probably will be reached only when the Assembly is in session. Even though it is thought that no more than 10 per cent of the temporary employees will be accompanied by their families, this temporary group poses a serious housing problem. In this connection it should be remembered that the early autumn when the Assembly may be in session commonly is a busy season for New York hotels.

Under the assumption that the Security Council will meet in permanent session, it is estimated that a minimum of 400 quarters will be needed throughout the year. The persons involved will change from time to time but the need for quarters will continue. For this reason, in calculating the total of United Nations requiring service, 400 has been added to the basic 17,500 persons.

IV. Service population of the United Nations.

1. Estimated service workers: 10,700.

The service population, for the purpose of this estimate, includes all those business, trade, professional and other workers who provide local services for the United Nations Headquarters and community. Some will be on the United Nations payroll but most of them will not. The business group will be made up of the proprietors and clerks of shops and stores, the workers in restaurants, laundries and other essential business enterprises. The professional group will include, among others, physicians, dentists, and teachers. Communications, transportation, amusement facilities, hotels will call for other workers. Still others will provide police and fire protection. Personal services probably will be in greater demand at all times than the supply. All in all, the United Nations with its core of 17,900 persons will give employment to a small army of workers.

No matter whether the United Nations creates a complete community or only an official buildings area, with its personnel living wherever they can find accommodations, the number of service workers will be affected by the proximity of the community to New York City and the major sub-centres of the metropolitan area where a great variety of goods and services are obtainable, and by the somewhat higher median income of United Nations personnel as compared with that of the United States or the urban population of metropolitan New York.

In calculating the number of service workers in relation to United Nations employees, a ratio of one and a half service workers per basic worker is taken. This lies midway between that in the New York metropolitan region of which Westchester County is a part and that for the United States as a whole. In the former, there is an average of two service workers for each other employee[1] whereas in

[1] This figure is taken from the "Summary of the Requirements of the United Nations."

[1] From "The Economic Status of the New York Metropolitan Region, 1944, Regional Plan Association, New York, N. Y.

the latter there is an average of approximately one service worker for each employee engaged in the basic activities of mining, agriculture and manufacturing.[1] Accordingly, the estimates of required service workers are as follows:

United Nations permanent employees	7,000
Minimum number of United Nations transient personnel resident at any one time	400
	7,400
times	1½
Total of service workers	11,100

The above figure includes no allowance for personnel to render service to the estimated 3600 persons (in addition to the 400 included above) who will be temporarily resident in hotels, nor for the family members who may accompany them. It is contemplated that the required service personnel will be recruited in part from within the surrounding area and in part from migratory personnel for whom quarters will be temporarily provided by the hotels. The balance of service probably will be provided by regular employees working overtime.

From the foregoing total of 11,100 service workers, a deduction is made of the estimated 400 employees on the United Nations payroll who will be engaged as safety officers, chauffeurs, elevator operators, labourers and the like in the Official Buildings area on the staff of the Department of Conference and General Services. Because they will do work which otherwise would be done by service workers, the number of service workers is reduced accordingly, i.e.

	11,100
minus	400
Estimated service workers	10,700

2. Total service population requiring permanent quarters: 31,000.

The total service population requiring permanent quarters will be made up of the service workers and their families.

The ratio of employed workers to total population in the United States is used in calculating the total service population. According to the Census of 1940, this ratio was 1 to 2.9, that is, the total population was 2.9 times that of employed workers. This ratio takes into account the fact that more than one member of a service worker's family may be gainfully employed. The calculation becomes:

Estimated service workers	10,700
times	2.9
	31,030
Approximate service population	31,000

[1] United States Census, 1940.

C-(*b*) SUMMARY CALCULATION OF UNITED NATIONS POPULATION

	Population	*United Nations personnel*	*Number of persons needing quarters* — *Permanent*	*Temporary*
1.	United Nations personnel requiring permanent quarters	7,000		
	Total single persons		3,500	
	Total married persons		3,500	
	Total of dependents		10,500	
	Total		17,500	
2.	Minimum number of additional United Nations personnel and other requiring temporary quarters (maximum 4,000 during year)	400	400	3,600
	Totals	7,400	17,900	
3.	Service workers (7400 x 1½)	11,100		
	Deduct United Nations service employees	400		
	Total service workers	10,700		
4.	Total service population (including families) requiring permanent quarters (based on United States average (1940) of 2.9 population per employed worker) 10,700 times 2.9		31,030	
	Total needing permanent quarters (17,900 plus 31,030)		48,930	
5.	Estimated population which may desire to live outside United Nations community (subtract)		5,000	
6.	Estimated outside population which may be permitted to reside in United Nations site (add)		43,930 5,000	
	Total number persons requiring permanent quarters		48,930	
	Total number of persons requiring temporary quarters			3,600
	Peak number of persons requiring quarters		52,530	

D. AREA REQUIREMENTS OF UNITED NATIONS COMMUNITY

Under Assumption I that all United Nations personnel and related service workers and their families will be housed on the site, there will be an estimated total of 48,930 persons to be accommodated throughout the year, or in round numbers, 50,000.

The area requirements for housing the personnel and community facilities of the United Nations have been based upon the best available indices. It will be recognized that the sizes of areas for each type of use will be influenced by the density standards employed in the planning of the United Nations community. The following calculations envisage a residential community of 50,000 people. Densities of use are based on current practice in the area and on recognized standards, as stated in connection with each item.

I. *Residence area:* 2500 acres.

No attempt has been made to calculate residential area separately for different classes or types of housing, since they will vary considerably, according to the detailed planning of the United Nations community. In general, the estimates follow the adopted policy of the Commission, namely, a reasonable average density that would not presuppose any particular type of community development.

The average density of development in the built-up residential areas of the New York metropolitan region in 1940 was approximately fifty-three persons per net acre (excluding street and community facility areas).

The average density of development in the cities and larger villages in the Westchester-Fairfield area in 1940 was approximately twenty-four persons per net acre. This does not include the more open development which is characteristic of most of the area.

Both of the foregoing averages, especially that for Metropolitan New York, are influenced by the crowded cities of this section of the country. The average density in the cities is dropping rapidly, however, due to the increasingly prevalent practice of building more open type developments. Average density of residential development, in terms of persons per acre, dropped twenty per cent in the fifteen years before the war in the cities of this section of the country.

In view of the prevailing open character of development in the part of Westchester county where the recommended sites are located and the fact that the United Nations personnel probably will desire and be able to afford a better than average community, the standard of twenty persons per net acre or five net acres per 100 persons has been used for the purposes of this calculation. Thus for the community of 50,000, there would be required 2500 acres of land for residential purposes.

Computation: 5 times $\frac{50{,}000}{100}$ equals 2,500 acres

II. *Hotel area:* 50 acres.

The "Summary of the Requirements of the United Nations" lists a total of 4,000 temporary living quarters required at the time of maximum temporary population. These are assumed to be hotel quarters. This number will call for the approximate equivalent of five hotels such as the Statler in Washington which has 833 guest rooms. It should be kept in mind, however, that the proportion of delegates requiring apartment accommodations may be more nearly comparable to residential hotels; and that in all probability a large number of transient service workers will have to be quartered during peak periods.

It is assumed that the hotels will be located in a residential type area readily accessible to the official buildings area and to the community business centre. It is possible that later planning may call for a larger number of smaller hotels of varied type accommodations. However, it is estimated that a total of fifty acres may be required for hotel developments and grounds no matter what architectural plan is adopted.

III. *Stores, business and offices buildings:* 200 acres.

(*a*) Stores and shops: 129 acres.

The area for stores has been calculated on the basis of 2.58 acres for each 1,000 population. This standard, which includes automobile parking space, but not streets, is based on a study by the National Committee on Housing,[1] and takes into account average family purchases in the United States and efficient size of shops.

Computation: 2.58 times $\frac{50{,}000}{1{,}000}$ equals 129 acres

The above estimate provides space for the types of stores and shops found in most countries. The list of establishments includes those selling food, general merchandise, clothing, shoes, drugs, and ice cream, stationery and books, tobacco. In addition it includes shoe and other repair shops, barber and beauty shops, laundry and dry cleaning establishments and garages and service stations.

(*b*) *Business and office buildings:* 64½ acres.

The business and office buildings required to service the United Nations community will not be unlike those of a typical city of 50,000 population. Among others, they will include banks, professional offices, employment agencies, transportation terminals, telephone and telegraph exchanges and theatres, and wholesale establishments and yards.

No standard data are available to measure this type of area exactly. It is estimated that an additional area equivalent to half the shopping area will be adequate.

(*c*) Computation:

	Acres
Shop area	129
Business and office buildings (half of shop area)	64½
	193½
or approximately	200

[1] "Planning Neighborhood Shopping Centres"; National Committee on Housing—1945

IV. *Public and semi-public area:* 560 acres.

The following types of uses are included in this classification:

Public	*Semi-public*
Community administrative centre (city hall)	Churches
Schools	Clubs
Hospitals	
Libraries	
Fire stations	
Post Office	
Public facilities maintenance centre (for storage, servicing and repair of equipment for maintenance of public facilities such as streets, schools, parks, playgrounds, rubbish disposal, etc.)	
Stand-by power plant, sewage disposal plant, incinerators and other utilities.	

The study "Urban Land Uses"[1] gives an average for these types of use in cities of similar size in the United States of 1.12 acres for each 100 persons and this has been followed in this estimate.

Computation: 1.12 times $\frac{50{,}000}{100}$ equals 560 acres

V. *Park and playground area:* 500 acres.

It is assumed that well-equipped playlots, playgrounds, playfields and parks will be available for all residents of the United Nations community; as the community will be international and cosmopolitan in character, the recreational facilities probably will need to be more numerous and diverse than in a city of 50,000 in any country. This is in addition to recreation outside of the community as, for example, the use of nearby ocean beaches in summer.

A generally accepted minimum desirable standard in the United States is one acre of urban parks and playgrounds for each 100 persons. This does not include any major open areas such as golf courses or border parks.

Computation: 1 times $\frac{50{,}000}{100}$ equals 500 acres

As there already are one or more golf courses on each of the five recommended sites, it is thought probable that such existing facilities will be maintained for future use as part of border parks or separation zones (although in area 10 the existing golf course is one of the potential sites for the official buildings).

VI. *Streets:* 1000 acres.

The foregoing estimates of area requirements do not include land needed for streets and walks. The area required for these purposes will vary with the topography of the site and the plan evolved for the United Nations community. For the purposes of this report an estimate has been derived from the figure of 3.01 acres for 100 persons given in the volume "Urban Land Uses" of the Harvard City Planning Studies.

This figure represents an actual average for United States cities, and may be presumed to be somewhat greater than minimum requirements due to the inefficiency of the commonly used grid-iron street pattern and the large number of vacant properties served by street systems. For the United Nations community, therefore, reduction by approximately one-third (to two acres for 100 persons) is used as the basis of estimate.

Computation: 2 times $\frac{50{,}000}{100}$ equals 1000 acres

VII. *Summary of developed areas (Assumption I):*

1. Residences	2,500 acres
2. Hotels	50 acres
3. Shops, business and offices	200 acres
4. Public and semi-public areas	560 acres
5. Parks and playgrounds	500 acres
6. Streets	1,000 acres
7. Total of developed community area	4,810 acres
or approximately	7.5 sq. mi.
8. Allowance for future expansion 50 per cent	3.75 sq. mi.
Total	11.25 sq. mi.

E. COMPUTATION OF DEVELOPED AREA FOR COMMUNITY OF UNITED NATIONS PERSONNEL AND HIGHLY DESIRABLE SERVICE WORKERS (ASSUMPTION II)

Depending on the location of the ultimately selected site, a number of the service personnel may come from places within commuting reach of the site and may wish to retain their residences. Therefore it is unlikely that housing and community facilities will need to be provided for service personnel in the full amount contemplated under the assumption of a self-contained community, as under Assumption I.

Under Assumption II, quarters on the United Nations site would be offered to all United Nations personnel and their families, but only to a part of the service workers and their families, namely to those persons engaged in services, whose residence within the site is highly desirable for health, safety, and prevention of service breakdowns and for rapid restoration of service. This would include a minimum number of physicians, dentists, druggists, nurses, maintenance and repair personnel, public safety and fire-fighting forces etc. The residence of some other classifications — for example, teachers — is also held advisable although for different reasons.

The optimum number of service personnel under this assumption has been set by the Commission at thirty per cent of the total service population. It was recognized that administrative measures could be designed to protect health and safety and to take care of interruptions in utility and other services with even fewer service workers in residence, although possibly at higher costs involved in the maintenance of standby crews on duty.

The total service population (including families) having been estimated at 31,030 persons,

[1] "Urban Land Uses," by Harland Bartholomew. Harvard City Planning Studies. Harvard University Press, Cambridge, Mass.

its reduction to thirty per cent would leave a total of approximately 9,309 persons in this category. The total number of permanent residents would therefore be 9,309 service personnel and families plus 17,900 United Nations personnel and families, or an approximate total of 27,000 persons.

With the exception of hotels, all community facilities were provided under Assumption I in proportion to the number of permanent residents. Therefore the developed area under the second assumption may be derived proportionately from the previous assumption with a negligible error.

Computation:

$$11.25 \text{ square miles} \times \frac{27{,}000}{48{,}930} = 6.2 \text{ square miles}$$

F. RECOMMENDED ALLOWANCES

I. *Topographic contingencies.*

The land area requirements given in Sections C and D were computed as if all of the land assigned to community uses consisted of continuous parcels topographically suited to the assigned uses. Inspection of potential sites discloses, however, that in upper Westchester and Fairfield Counties a certain amount of rugged topography, rock outcropping or water bodies will occur within any sizeable area, preventing its complete utilization. The net developed areas are augmented, therefore, by an allowance of twenty-five per cent.

Computation

	Square miles
Assumption I: Developed area of self-contained community	11.25
Twenty-five per cent topographic contingency	2.81
Total gross area for development	14.06
Assumption II: Developed area of community for United Nations personnel and highly desirable service personnel	6.2
Twenty-five per cent topographic contingency	1.55
Total gross area for development	7.75

II. *Border park and separation zones.*

The Commission endeavoured to select potential sites that already enjoy a degree of boundary protection principally from reservoirs or parkways, existing or proposed. No site has been discovered, however, that is protected around its entire perimeter; nor are reservoirs and parkways sufficient protection without additional border parks parallelling them.

In addition, good modern practice requires separation zones between residential neighbourhood units as well as between these and other units of the community.

Finally, extensive types of recreation as golf, riding and picnicking are not included in the parks and playgrounds for which land areas have been assigned under preceding estimates, and should be developed upon the open lands of the border parks and separation zones.

The total or proportionate areas of such zones would depend upon topography and other factors peculiar to each potential site.

ANNEX 7

Estimated cost of acquisition of Sites 2, 5, 10, 20 and 40

(*Note:* Minor differences between the area figures given in this Annex and the area figures used elsewhere in the report are due to the approximate character of the preliminary boundary lines.)

Date of valuation: 21 August 1946.

THE PURPOSE AND SCOPE OF THIS REPORT

The purpose of this report is to render an opinion of the estimated fair market value of the real estate included in the designated sites for United Nations, the said sites being identified by the Headquarters Commission as sites 2, 5, 10, 20, and 40.

The figures quoted herein are not to be construed as an accurate appraisal, but rather as an over-all estimate of the probable cost of acquiring the said sites on the date of this report, and are subject to the limiting conditions hereinafter set forth.

Neither the total figure, nor any component part or unit value expressed herein, shall be used or applied to any specific property included in the areas, as there may be a great difference in unit values between the various properties.

METHOD OF PROCEDURE

The large areas and multitude of properties involved precluded personal inspection of every parcel within the limited time allotted for the work. In arriving at the value estimate the appraisers have relied largely upon their personal knowledge of the properties contained in the areas, and upon recent sales regarding which they are informed.

A general inspection was made of the properties contained in the designated areas. A careful study was made of the filed land maps, assessment maps and topographical maps of the sections involved.

The appraisers have carefully considered the assessed valuation of the properties and have studied the ratio of sales prices to assessed valuations as a further check.

The history and background of the properties has been considered, particularly those of the larger type, and in addition, the appraisers have considered the customary elements affecting the value of land and buildings such as transportation, schools, churches, improvements in the streets, and the general type of buildings in the designated areas.

LIMITING CONDITIONS OF THIS REPORT

The appraisers have not in every instance inspected all the land and improvements on each individual parcel.

Records of sales, assessments and plats provided by staff members of the Public Buildings Administration have not been verified in all cases, but have been assumed to be substantially correct.

The following types of real estate have been omitted from this report and are therefore not included:

1. Public parks.
2. Public buildings.
3. Beds of all public roads.
4. Railroad rights-of-way.
5. Churches.
6. Public utility plants, equipment and their rights-of-way.
7. Cemeteries.
8. Public Schools.
9. Existing easements or rights-of-way over, on or under the property.

The legal cost of condemnation is not included in the estimates.

Reference is made to separate studies being made of description of towns, topographical features, zoning, building codes, also other pertinent facts and they are accordingly omitted from this report.

MARKET CONDITIONS IN WESTCHESTER COUNTY

Particular attention is called to the temper of the real estate market in Westchester County at the present time. Beginning about twelve to eighteen months ago, the acute shortage of housing accommodations initiated a sharp increase in the sale prices of homes. This movement has continued to date, and is still in progress. It is the judgment of the appraisers that this condition will prevail until new housing is produced in volume. It is further expected that the price movement will begin shortly to affect land values within the sites. It may, therefore, be anticipated that the present situation under which housing cannot be freely reproduced will undoubtedly contribute to the cost of acquisition. Under existing conditions it is obvious that the occupancy of habitable structures is 100 per cent in all sites.

SITE 2

LOCATION. Site designated as 2 is located in the northwesterly section of the Town of Harrison, Westchester County, New York. It is bounded on the south by the Hutchinson River and the Mamaroneck River Parkways; generally on the west by the easterly boundary of Silver Lake Park and a proposed throughway; on the east by Purchase Street; and on the north by the said throughway and Westchester County Airport. It contains an area of approximately 1883 acres or 2.95 square miles. It practically borders the City of White Plains on the west, with 40,000 population. The area is generally designated as a portion of the "Purchase Section" in the Town of Harrison. It is located within two miles of the White Plains Station on the electrified Harlem Division of the New York Central Railroad and the main shopping district of that city. White Plains is twenty-three miles north of Grand Central Station in New York City and the commuting time is thirty-five to forty minutes.

GENERAL DESCRIPTION OF LAND. The area included in Site 2 is for the most part high, rolling land typical of Westchester County. It has an elevation above sea level of 200 to 450 feet. The high point of the area is along the westerly side of Purchase Street and it slopes gently from this elevation toward the Mamaroneck River on the south

and west. It does not contain a substantial body of water of any kind. The properties included in the area are predominantly those of the large estate class. Some of these estates have been in the same family ownership for many years.

GENERAL DESCRIPTION OF BUILDINGS. A majority of the buildings in the area are of the estate type. The largest of these is "Ophir Hall," formerly the home of the late Whitelaw Reid, United States Ambassador to the Court of St. James. This estate contains an area of 546.59 acres. The site includes the entire Century Country Club of 175 acres and about half (106 acres) of Old Oaks Country Club. Both the club houses within the site are large, substantial structures with full equipment for club use, including large outdoor swimming pools. The club house of the Old Oaks Country Club is the former William A. Read residence and contains more than thirty rooms. Four or five of the private residences are large and substantial structures containing twenty or more rooms in each instance. There are two properties owned by Arthur Lehman, brother of Herbert H. Lehman, former Governor of the State of New York, totaling over sixty-six acres. It should be noted that two sub-divisions in the south-westerly portion contain fifteen modern five-to-seven-room single family homes and thirteen attractive six-to-nine-room single family homes.

ASSESSED VALUATION. The property included in this area is assessed for taxation purposes by the Town of Harrison for the year 1946 as follows:

Total assessed value of land	$2,454,730
Total assessed value of buildings	1,486,480
Total assessed valuation	$3,941,210

The total assessed valuation of the Town of Harrison is:

Total assessed value of land	$19,882,700
Total assessed value of buildings	24,446,670
Total assessed valuation	$44,329,370

ESTIMATE OF VALUE. In the opinion of the appraisers, the estimated fair market value of the foregoing described Site 2, on 21 August 1946, is:

Land	$2,500,000
Buildings	2,750,000
Total	$5,250,000

NOTES AND COMMENTS. Attention is called to the severance of Old Oaks Country Club at the Purchase Street line, which would leave a substantial portion of the golf course on the east side of Purchase Street without buildings. The appraisers have considered the possible consequential damage from this taking.

If the two developments known as Pine Hills Revised R. O. #4232, 4233 and Purchase Hill R. O. #3929 were excluded from the site, the estimate of value would be reduced by about $1,000,000.

Exclusive of these two developments, there are a total of about fifty parcels in the site. The average area of these parcels is about thirty-seven acres each and the average estimated fair market value per acre of land is $1,345. This compares with the assessed valuation per acre of approximately $1,305.

It will be noted that the proportion of value allocated to land and buildings is divided almost equally. This ratio is typical of many parts of Westchester County exclusive of very thickly settled communities.

Owing to last minute changes in the northerly and westerly boundaries of the site, time has not permitted the appraisers to adjust their computations with the same degree of accuracy as was possible in the original reference. However, the percentage of probable error in the final estimate of value as given herein is considered negligible.

Because of the nature of the properties and character of their ownership, there have been relatively few transfers of real estate in this area during the past several years.

SITE 5

LOCATION. Site designated as 5 is located in the northerly portion of the Town of Harrison, Westchester County, New York. It is bounded on the north by a proposed throughway and the southerly edge of the Westchester County Airport; on the east by the centre line of Blind Brook and the Town of Rye; on the south by the Hutchinson River Parkway; on the west by the Mamaroneck River Parkway and a boundary running generally along the easterly side of Silver Lake Park development and the heretofore mentioned proposed throughway. It contains an area of approximately 3638 acres or five and two-thirds square miles. It practically borders the City of White Plains on the west. The area contains nearly all the section generally designated as "Purchase" in the Town of Harrison. It is within two miles of the White Plains Station on the electrified Harlem Division of the New York Central Railroad and the main shopping district of that city. White Plains is a city of 40,000 population located twenty-three miles north of Grand Central Station in the City of New York and has a commuting time of thirty-five to forty minutes.

GENERAL DESCRIPTION OF LAND. The area included in site 5 also includes Site 2. Its characteristics are substantially the same as 2, which was described on an earlier page of this report. Purchase Street, running through the centre of the site, in a north-south direction, is a height of land with gentle slopes to Blind Brook on the east and the Mamaroneck River valley to the south and west. It does not contain a substantial body of water.

GENERAL DESCRIPTION OF BUILDINGS. A majority of the buildings in the area are of the estate type. They include the Whitelaw Reid Estate, all the Century Country Club and the entire Old Oaks Country Club. In addition to other buildings mentioned in connection with Site 2, there is the home of former Governor Herbert H. Lehman, the home of Ogden Reid, owner of the *New York Herald Tribune*, Hugh Chisholm, and Howard F. Cullman, Collector of the Port of New York. These and other "mansion-type" dwellings all have outdoor swimming pools.

ASSESSED VALUATION. The property included in this area is assessed for taxation purposes by the Town of Harrison for the year 1946 as follows:

Total assessed value of land	$4,990,940
Total assessed value of buildings	3,779,910
Total assessed valuation	$8,770,850

The total assessed valuation of the Town of Harrison is:

Total assessed value of land	$19,882,700
Total assessed value of buildings	24,446,670
Total assessed valuation	$44,329,370

ESTIMATE OF VALUE. In the opinion of the appraisers, the estimated fair market value of the foregoing described Site 5, on 21 August 1946, is:

Land	$5,000,000
Buildings	4,750,000
Total	$9,750,000

NOTES AND COMMENTS. Exclusive of the two developments at the south-westerly corner, there are a total of about 115 parcels in the site. The average area of these parcels is about thirty-one and one-half acres each and the average estimated fair market value per acre of land is $1,395. This compares with the assessed valuation per acre of approximately $1,340.

Reference is made to additional notes and comments set forth with respect to Site 2.

Because of the nature of the properties and the character of their ownership, there have been relatively few transfers of real estate in this area during the past several years.

SITE 10

LOCATION. Site 10 is located partly in the Town of Yorktown and partly in the Town of Cortlandt, Westchester County, N. Y. It is about two and one-half to three miles south of the northerly border of Westchester County. The site embraces the central westerly portion of the Town of Yorktown and the central easterly portion of the Town of Cortlandt. The north-westerly corner of the site practically adjoins the City of Peekskill, and is within two and one-half miles of the Peekskill Station on the main line of the New York Central Railroad. The City of Peekskill has a population of 20,000; is forty-one miles from Grand Central Station in New York City; and the commuting time is about one and one-quarter hours. The south-westerly corner of the site is within three and one-half miles of the Harmon Station on the New York Central Railroad. This station is thirty-three miles from Grand Central Station, and the commuting time is about one hour. Harmon is a division point on the New York Central Railroad where electric power is replaced with steam or diesel locomotives. All through-trains stop at this station. Site 10 adjoins the south-westerly corner of Site 20.

BOUNDARIES. Site 10 is bounded on the north by Crompond Road and a branch of Taconic State Parkway connecting that parkway with Bear Moutain Bridge over the Hudson River; on the east by Taconic State Parkway; on the south by Croton Reservoir; and on the west by a proposed Briarcliff-Peekskill Parkway extending from Croton Reservoir north-westerly, partly along Colabaugh Road to Blue Mountain Reservation; thence northerly along the easterly side of that reservation to Lafayette Avenue and continuing north along Lafayette Avenue to Crompond Road (Highway Route 202).

The boundaries above described are as shown on maps submitted to the appraisers by the Headquarters Planning Staff of United Nations. Blue Mountain Reservation, covering an area of more than a square mile, is owned by Westchester County as a part of its parkway system.

GENERAL DESCRIPTION OF LAND. Site 10 contains a total area of approximately thirteen square miles, or 8,300 acres, excluding lands owned by the City of New York and a portion of Mohansic State Park owned by the County of Westchester. The site is for the most part high, picturesque, and rugged land. It is estimated that at least fifty per cent of the area is woodland. The elevation varies from about 220 to 800 feet, Croton Reservoir being the low point at about 220 feet and Dickerson Mountain being the highest elevation at 791 feet. The site does not include any substantial bodies of water. There are several small ponds or lakes, among which are Dickerson Pond on the grounds of the Valeria Home, Nelson Pond, Blue Lake, Twin Lakes and Mill Pond. The principal stream is Hunter Brook, flowing southerly from Mill Pond through the east-central portion of the site into the Croton Reservoir, which is a part of New York City's water supply system. Bathing is prohibited in Croton Reservoir or any of its direct tributaries. Boating and fishing are permitted under certain restrictions by special permit issued by the City of New York. Bathing is permitted in the small private ponds referred to, providing they do not flow directly into any portion of the New York City water supply. The Catskill Aqueduct extends diagonally across the easterly portion of the site.

Included in the site is approximately 460 acres of land owned by the County of Westchester comprising the westerly portion of Mohansic State Park, which portion is improved with a fine 18 hole golf course and clubhouse. In the south-westerly portion of the site is the Valeria Home, consisting of 813.5 acres of land, improved with numerous substantial buildings. This institution owns Dickerson Pond and about half of Dickerson Mountain. Valeria Home is a privately endowed institution for purposes of rest and recreation for employed persons. This site also includes the Field Home, containing 126 acres and several large buildings. Field Home is a privately endowed home for aged ladies.

Site 10 is improved less intensively than any of the other sites hereinbefore described. The public roads vary in character from poor dirt roads to excellent, two-way, concrete arteries. The majority of the roadways in the site are not hard-surfaced. While there are a number of small developments, they are all sparsely settled. Owing to its scenic beauty, the section has appealed to a professional class of persons who want a country home in a quiet, rural setting, not too far removed from the advantages of New York City. Outside of a portion of the property along Whitehill Road near Mohansic State Park, where there are two large fruit farms, little of the land is used for agricultural purposes. The area does not have a landing field for aircraft. Due to the topography of the site, construction of an airport would be a difficult and costly undertaking. There is not a railroad of any kind within the site. There are no large estate types of properties, but the average size and value of the buildings in this site is greater than that in site 20 or 40.

GENERAL DESCRIPTION OF BUILDINGS. The character of the buildings in Site 10 varies from small bungalows to large farmhouses or "farm estates." With the exception of the buildings of the Valeria

Home and the Field Home, there are no large expensive types of structures of masonry construction similar to those in Sites 2 and 5. The majority of the houses are of frame construction. Some of them are original old farmhouses built fifty years ago or more. A number of these old houses have been remodeled, modernized and adapted for country homes. Of the buildings erected in recent years, the majority are small, compact homes of various types adapted to woodland settings. They serve owners whose occupations do not require travelling to New York City every business day, as more or less secluded country retreats. The houses along Baptist Church Road in the south-easterly section of the site are typical examples of the finer homes of this character.

Except for a few gas stations and roadside stands on Crompond Road, the locality is practically free of commercial or business establishments and there are no apartment houses or hotels.

ASSESSED VALUATION. The property included in this area is assessed for taxation purposes for the year 1946 as follows:

	Town of Cortlandt	*Town of Yorktown*	*Total*
Land	$ 883,320	$ 455,575	$1,338,895
Buildings	519,575	535,550	1,055,125
Total	1,402,895	991,125	2,394,020
Valerie Home	1,750,000	Field Home 271,900	2,021,900
	$3,152,895	$1,263,025	$4,415,920

The total assessed valuation of these townships excluding tax exempt properties is:

	Town of Cortlandt	*Town of Yorktown*
Land	$ 7,672,375	$ 4,812,156
Buildings	18,519,773	6,373,962
	$26,192,148	$11,186,118

Exempt properties in Cortlandt total $14,158,435 and in Yorktown, $3,902,529. Of the $14,158,435 exemptions in Cortlandt $10,785,930 represent government-owned property other than that owned by Westchester County.

ESTIMATE OF VALUE. In the opinion of the appraisers, the estimated fair market value for the foregoing described Site 10, on 21 August 1946, is:

Land	$3,400,000
Buildings	5,578,100
Total	$ 8,978,100
Valeria Home at assessed value	1,750,000
Field Home at assessed value	271,900
Grand Total	$11,000,000

NOTES AND COMMENTS. The extremely large area involved precluded a detailed consideration of all of the parcels in the site. Therefore, sample areas were chosen on which detailed information such as assessed valuation of all land and buildings, sales factors, *et cetera* was obtained. Unit values were computed on the basis of this information and these unit values were applied to comparable areas within the site.

It should be noted in connection with the assessed valuation of properties in the northern portion of Westchester County, that such assessed values are much lower in comparison with fair market value than the assessed valuation of properties in the southern portion of the County. This condition applies particularly to the buildings.

No allowance for value has been made of any of the property owned by the City of New York as a part of its watershed.

No allowance for value has been made for that portion of the Mohansic State Park owned by the County of Westchester included in the site. This portion of the Park comprises 460 acres.

No allowance for value has been made for the beds of any lakes.

The land and buildings of the Valeria Home and of the Field Home have been included in our estimate at the present assessed values, namely:

Valeria Home	$1,750,000
Field Home	271,900
Total land and buildings	$2,021,900

The appraisers believe that the value of these institutional properties is in excess of their assessed valuations.

The lack of transfers in the Cortlandt Area emphasizes an important factor in connection with this section. The properties are "very closely held." The major portion of the properties are in strong ownership and few are offered for sale. It is important to note that within the period of the last year there have been very few sales of property within the Cortlandt area of this site. Many owners of old houses have remodeled them and the cost of rehabilitation is not fully reflected in their assessed values.

The appraisers call attention to a possible alternate boundary at the south-westerly corner of the site deleting all property of the Valeria Home and the peninsula-shaped section to the south between the Hunter Brook Cove of Croton Reservoir and Colabaugh Pond. The alternate boundary would begin just south of the intersection of Valley Street and Croton Avenue on the west side of the Hunter Brook Cove; extend westerly along lands of Valeria Home to Furnace Dock Road; thence south along the easterly side of the said Furnace Dock Road to Sniffen Mountain Road; thence north-west along the southerly side of Sniffen Mountain Road to Watch Hill Road; thence west along the south side of Watch Hill Road to the proposed Briarcliff-Peekskill Parkway, where the said parkway enters Blue Mountain Reservation.

This suggested change in boundary would reduce the estimated value of the site in excess of $2,000,000.

The appraisers have found there are a total of about 1,012 separately owned parcels in the site including lots in sub-divisions. The average area of these parcels is about eight and one-quarter

acres each and the average estimated fair market value per acre of land is about $460 excluding the land owned by the two Homes. This compares with the assessed valuation per acre of approximately $180. Of the 1,012 total parcels, 241 are situated in Yorktown and 771 in Cortlandt. Some kind of improvement is erected on about 380 of the 1,012 parcels including 108 parcels in subdivisions. The area of the site lying within subdivisions is estimated at 164 acres, leaving 8,136 acres of rural land.

It is generally conceded that property in the Town of Cortlandt is assessed relatively higher than comparable properties in the Town of Yorktown. It is interesting to note that the ratio of land to building assessment exclusive of endowed or municipally owned parcels within site 10 is as follows:

	Town of Cortlandt	*Town of Yorktown*	*Total*
Land	63%	46%	56%
Buildings	37%	54%	44%
Total	100%	100%	100%

Corresponding ratio of our estimated fair market value for Site 10 is:

Land	38%
Buildings	62%
Total	100%

The estimate of value as given herein represents an average value of $10,850 per separately assessed parcel.

SITE 20

LOCATION. Site 20 comprises approximately the westerly one-half of Site 40 hereinafter described. It embraces the north-easterly section of the Town of Yorktown and the north-westerly section of the Town of Somers. The westerly end is approximately four miles from the City of Peekskill. The City of Peekskill has a population of approximately 20,000. It is forty-one miles from Grand Central Station, New York City, and the commuting time is approximately one and one-quarter hours. It is traversed by the Putnam Division of the New York Central Railroad and includes the stations on this railroad at Amawalk and Granite Springs. These stations are about thirty-eight miles from the Sedgwick Avenue terminal which is a transfer point to High Bridge Station on the main line. The overall commuting time to Grand Central Station is approximately one and three-quarters hours. Site 20 includes the hamlets of Amawalk, Granite Springs, Jefferson Valley, Oceola Lake and Yorktown. Included is the picnic area of Mohansic State Park owned by the County of Westchester. This portion of the park does not include Mohansic Lake, Crom Pond or the 18 hole golf course and club-house. The site embraces the entire Amawalk Reservoir and bordering properties owned by the City of New York. Other lakes in the area are Oceola Lake, Sparkle Lake and Loretta Lake. These small lakes have been discussed and described in the following description of Site 40.

BOUNDARIES. Site 20 is bounded on the north by the Westchester-Putnam County line; on the east by the westerly side of Tomahawk Road (Highway Route 118), extending from the said County line south to a point opposite Lakeview Drive in a development known as Shenorock Springs; thence easterly along the southerly and westerly lines of Lakeview Drive and the said Shenorock Springs development to lands of Lincoln Hall Reformatory owned by the New York Catholic Protectory; thence generally south along a line east of Amawalk Reservoir which is the easterly boundary of properties fronting on Lake Road and Orchard Hill Road, to the southerly line of property now or formerly of Jack Cohn; thence westerly along lands of said Jack Cohn to the intersection of Amawalk Road (Highway Route 35) and Lake Road. It is bounded on the south by lands of the City of New York and Mohansic Avenue (Highway Route 202); also, the north side of Mohansic Lake, excepting for a jog eliminating Crom Pond, and on the west by Taconic State Parkway.

GENERAL DESCRIPTION OF LAND. As has been described in connection with Site 40, the land included in Site 20 is distinctly rural in character with a low density of population. It is for the most part high, rolling land, suitable for agricultural purposes with perhaps ten or fifteen per cent of rugged woodland. In contrast to the open character of the bulk of the land, the land adjacent to the small lakes referred to herein is intensively developed in small units and improved with numerous cottages. The waters of Amawalk Reservoir cannot be used for bathing purposes. They may be used for boating and fishing under certain restrictions by special permit issued by the City of New York. Oceola is a natural lake which may be used for bathing, boating and fishing. Sparkle Lake and Loretta Lake are artificially impounded and may be used for bathing, boating and fishing. Site 20 has an elevation running from 400 to 800 feet above sea level with the highest point on the property at Indian Hill in the extreme northwesterly corner of the site. Drainage is generally from this point toward the south and into Croton Reservoir.

AREA OF SITE. The area of Site 20 as furnished to the appraisers is approximately 10,022 acres or fifteen and two-thirds square miles. Mohansic State Park and property of the City of New York are not computed in the total area.

GENERAL DESCRIPTION OF BUILDINGS. The character of the buildings in Site 20 has been fully described under the description of Site 40. To repeat briefly, there is little or no industrial property, or any important commercial buildings. There are no apartment houses in the accepted sense of the word. The majority of the buildings are farm houses and cottages. Some of the older and historic houses have been altered and remodeled and serve the owners as small country estates. There are few large estate properties or "mansion-type" dwellings similar to those described in Sites 2 or 5. The buildings in the small lake developments are small cottages, some of which are used for summer, and some for all-year-round occupancy. Shortage of housing space has created an active demand for this type of cottage and has resulted in many sales with increasing sales prices.

ASSESSED VALUATION. The property included in this area is assessed for taxation purposes for the year 1946 as follows:

	Town of Yorktown	*Town of Somers*	*Total*
Land	$1,023,780	$470,429	$1,494,209
Buildings	1,029,305	517,680	1,546,985
Total	$2,053,085	$988,109	$3,041,194

These figures do not include tax exempt properties or properties owned by the City of New York or the County of Westchester.

The total assessed valuation of these townships excluding the tax exempt properties is:

	Town of Yorktown	*Town of Somers*
Land	$ 4,812,156	$3,370,524
Buildings	6,373,962	3,702,307
Total	$11,186,118	$7,072,831

Exempt properties in Yorktown total $3,902,529 and in Somers $1,988,857.

ESTIMATE OF VALUE. In the opinion of the appraisers, the estimated fair market value for the foregoing described Site 20, on 21 August 1946, is:

Land	$ 3,750,000
Buildings	8,250,000
Total	$12,000,000.

NOTES AND COMMENTS. The northern boundary of the site following the line between Westchester and Putnam Counties arbitrarily divides some of the ownerships in this section. This may result in some consequential damages where only a portion of the properties are taken. The appraisers feel that they have considered such damages in the total estimate.

In connection with the taking east of Amawalk Reservoir, lacking a definite boundary line with relation to the town assessment map, it will be noted that the appraisers have considered the boundary as being along property lines situated as closely as could be determined to the line shown on map submitted to them by the Headquarters Planning Staff.

A portion of Mohansic State Park, owned by the County of Westchester, included in the site is not included in this estimate.

This estimate of value does not include any property in the site owned by the City of New York.

No allowance for value has been made for the beds of any lakes.

The extremely large area involved precluded a detailed consideration of all of the parcels in the site. Therefore, sample areas were chosen on which detailed information such as assessed valuation of all land and buildings, sales factors, *et cetera,* was obtained. Unit values were computed on the bases of this information and these unit values were applied to comparable areas within the site.

It should be noted in connection with the assessed valuation of properties in the northern portion of Westchester County that such assessed values are much lower in comparison with current fair market value than the assessed valuations of properties in the southern portion of the county. This condition applies particularly to the buildings.

Due to the difference in character between the rural areas and the more intensively developed portions, the appraisers have separately computed the value of the rural areas, and the value of the property in the developments. The smaller size of parcels in the intensively developed areas, together with the active demand for small houses, results in a considerably higher unit value than that in the rural areas. It is worthy of note that the total valuation of the small developments represents approximately seventeen per cent of the value of the site.

The appraisers have found that there are a total of 1,577 separately assessed parcels of property in this site. Of this total, 798 parcels lie within the sub-divisions, and 779 in the rural areas. The parcels in the sub-divisions are improved with about 255 dwellings. The area representing all sub-divisions is 412 acres. The rural area has 9,610 acres of land.

SITE 40

LOCATION. Site 40 lies adjacent to the northern boundary of Westchester County. Its westerly end is about four miles east of the City of Peekskill. The City of Peekskill has a population of approximately 20,000. It is located forty-one miles from Grand Central Station, New York City, and the commuting time is approximately one and one-quarter hours. The easterly border of the site is adjacent to the Goldens Bridge and Purdys Stations on the Harlem Division of the New York Central Railroad. These stations are approximately forty-five miles from Grand Central Station in New York City and the commuting time is approximately one and one-third hours. The site is traversed in the central portion by the Putnam Division of the New York Central Railroad and includes the stations at Amawalk and Granite Springs. Slightly south of the site is the station at Yorktown Heights which is forty-four miles from Grand Central Station and the commuting time is one hour forty-five minutes via transfer to the main line of the Hudson Division of the New York Central Railroad at Highbridge, New York City. The Lake Mahopac Branch of the Harlem Division traverses the easterly portion of the site from Goldens Bridge with a station at Lincolndale. Express service is available to Grand Central Station, the time being about one and three-quarter hours.

Site 40 embraces the northeast portion of the Town of Yorktown and includes approximately one-fifth of the entire area of the township. It includes about seventy-five per cent of the Town of Somers, leaving only an irregular triangle in the south-west portion of the township. Reference is made here to maps compiled and submitted by the Headquarters Planning Staff of United Nations designating the boundaries of the sites. Site 40 includes the following hamlets:

Jefferson Valley
Granite Springs
Amawalk
Somers
Lincolndale
Butlerville
Yorktown
Shrub Oak

Included also, is the Amawalk Reservoir, a part of the New York City Water Supply System. Within the site are a number of small natural, and some artificially made lakes. Surrounding these lakes are small developments with numerous cottages. These small lake developments include Lake Purdy, Sparkle Lake, Lake Oceola, Loretta Lake, Lake Lincolndale and Shenorock Lake.

BOUNDARIES. Site 40 is bounded on the north by the division line between Westchester and Putnam Counties; on the west by the course of the Taconic State Parkway. The southern boundary follows the line of Mohansic Avenue, running easterly from Mohansic Lake to the Muscoot River near Amawalk, then follows the Muscoot River and the northerly edge of the Muscoot Reservoir of the City of New York, to a point called "Woods Bridge." The easterly boundary of the site is along the westerly edge of the New York City property bordering New Croton Reservoir extending from "Woods Bridge" to the north county line.

GENERAL DESCRIPTION OF LAND. The character of the land included in the site is distinctly rural, with a low density of population. There is considerable difference in the character and quality of the land on the western, or Yorktown side of the site, (referred to as Site 20), as compared with that on the eastern, or Somers side of the site. The western half, (Site 20), is for the most part open land with only a small portion, perhaps ten or fifteen per cent of rugged woodland. The easterly one-half, or Somers portion, is considerably more rugged in character and is estimated to contain approximately thirty to thirty-five per cent of woodland. In the vicinity of Yorktown, Amawalk, Granite Springs, Jefferson Valley and Shrub Oak, the land is definitely farm land, used mainly for agricultural purposes. The land in the vicinity of Somers, Lincolndale and Butlerville, while used in part for farming purposes, is more rugged in character and more suitable for development for country homes. The site includes a substantial portion of Mohansic State Park, owned by the County of Westchester, including Mohansic Lake, Crom Pond and their picnic grounds. It also includes Oceola Lake which is privately owned and is used for bathing purposes. Shenorock Lake, Lake Lincolndale, Sparkle Lake, Loretta Lake and Lake Purdy are small lakes artificially created and developed. They are used for bathing, boating and fishing purposes. Amawalk Reservoir, a portion of the New York City Water Supply is a large and picturesque body of water about two and one-half miles long and about one-half mile wide. It is protected by a bordering strip of land owned and controlled by the City of New York. Bathing is not permitted in this reservoir, and boating and fishing are allowed only by special permit issued by the City of New York. Attention is called to the fact that in contrast to the open, rural character of the land, the small developments around the lakes mentioned above is intensive, and include a great number of small cottages.

The westerly one-half of the site is higher in elevation than the easterly half, the elevation running from 400 to 800 feet on the westerly end and from 200 to 700 feet on the easterly end. The highest point on the property is Indian Hill in the extreme north-westerly corner of the site. Drainage is generally from this point toward the south and into the Croton Reservoir. The highest point on the easterly side of the property is directly on the county line where the elevation is approximately 700 feet. This portion of the property drains toward the south-east into New Croton Reservoir, or bed of the Croton River.

A small air field and a golf course are located just south of the Hamlet of Somers.

AREA OF SITE. The area of Site 40 as furnished to the appraisers is approximately 20,407 acres or thirty-two square miles. Mohansic State Park and Amawalk Reservoir are not computed in the total area.

GENERAL DESCRIPTION OF BUILDINGS. The buildings included in this site are greatly varied in character. There is little or no industrial property and few important commercial buildings. There are no apartment houses, in the accepted sense of the word. The buildings are practically all of frame construction with the exception of institutional structures. There are a great many farm houses and cottages. Some of the old and historic houses have been altered and remodeled and serve the owners as small country estates. There are few large estate-types of properties or "mansion-types" of dwellings, similar to those described in Site 2 and 5.

The character of the buildings in the small lake developments is quite different from the buildings on the balance of the property. The properties surrounding these lakes have been subdivided into small plots, some of the plots being no larger than 50 feet by 100 feet. Many of these plots have been improved with small cottages, some of which are used for summer, and some for all-year-round occupancy. Owing to the present shortage of housing, there has been an active demand for this type of cottage and this demand has resulted in numerous sales in these intensively developed areas, with resulting increases in sales prices.

The only large group of substantial structures in the site is the buildings of the Lincoln Hall Reformatory, a corrective institution for boys, at Lincolndale.

ASSESSED VALUATION. The property included in this area is assessed for taxation purposes for the year 1946 as follows:

	Town of Yorktown	*Town of Somers*	*Total*
Land	$1,023,780	$2,546,324	$3,570,104
Buildings	1,029,305	2,991,180	4,020,485
Total	$2,053,085	$5,537,504	$7,590,589

These figures do not include tax exempt properties.

The total assessed valuation of these townships excluding the tax exempt properties is:

	Town of Yorktown	*Town of Somers*
Land	$ 4,812,156	$3,370,524
Buildings	6,373,962	3,702,307
Total	$11,186,118	$7,072,831

Exempt properties in Yorktown total $3,902,529 and in Somers $1,988,857.

ESTIMATE OF VALUE. In the opinion of the appraisers, the estimated fair market value of the foregoing described Site 40, on 21 August 1946, is:

Land	$ 7,725,000
Buildings	19,775,000
Total	$27,500,000

NOTES AND COMMENTS. Attention is called to the fact that the northern boundary of the site runs along the division line between Westchester County and Putnam County. This line arbitrarily divides some of the ownerships. It is possible, therefore, that the taking of a portion of these properties may result in some consequential damage to the remainders. The appraisers feel that they have taken such damage into consideration in the total valuation.

Due to the difference in character between the rural areas and the more intensively developed portions, the appraisers have separately computed the value of the rural areas, and the value of the property in the developments. The smaller size of parcels in the intensively developed areas, together with the active demand for small houses, results in a considerably higher unit value than that in the rural areas. It is worthy of note that the total valuation of the small developments represents approximately twenty-eight per cent of the value of the site.

The extremely large area involved precluded a detailed consideration of all of the parcels in the site. Therefore, sample areas were chosen on which detailed information such as assessed valuation of all land and buildings, sales factors, *et cetera,* was obtained. Unit values were computed on the bases of this information and these unit values were applied to comparable areas within the site.

It should be noted in connection with the assessed valuation of properties in the northern portion of Westchester County that such assessed values are much lower in comparison with current fair market value than the assessed valuations of properties in the southern portion of the county. This condition applies particularly to the buildings.

No allowance for value has been made of the Amawalk Reservoir or for any of the property owned by the City of New York as a part of its watershed.

These lands comprise an area of 1,260 acres.

No allowance for value has been made for the beds of any lakes.

No allowance for value has been made of that portion of Mohansic State Park owned by the County of Westchester included in the site.

The land and buildings of the Lincoln Hall Reformatory have been included in our estimate at the present assessed value; namely, $1,136,948. This institution is owned by The New York Catholic Protectory. It includes numerous substantial buildings, some of which have been erected within recent years. The appraisers believe the value of this institutional property to be in excess of its assessed valuation.

The appraisers have found that there are a total of 10,154 separately assessed parcels of property in this site. Of this total, 8,869 parcels lie within the sub-divisions and 1,285 in the rural areas. The parcels in the sub-divisions are improved with about 1,250 dwellings. The area representing all sub-divisions is 1,250 acres. The rural area has 19,157 acres of land.

ANNEX 8

Main objections presented to the Headquarters Commission by local residents

(a) Dispossession of people from their homes and businesses. This was related to the suburban character of the two counties to New York City, and to the difficulty of acquiring homes during the present housing shortage. A sacrifice of homes was considered unnecessary so long as unoccupied public land was available.

(b) The high value of the land.

(c) Disruption of political units. Any site in this area must of necessity seriously interfere with the town as a political unit.

(d) Disruption of the financial structure of the "town" and uncertainty as to the burden which the Headquarters District might place on the local taxpayer.[1]

(e) Change of the nature of the community. Fear was expressed that the coming of the United Nations would impair the general nature of the community and change the character of the countryside.

(f) Interference with existing watersheds.

(g) Interference with roads.

(h) Nature of the United Nations headquarters. Fears were expressed that the headquarters of the United Nations would become an extraterritorial block without responsibility to the authorities of the United States of America.

(i) Uncertainty as to the price to be received by the property owner.

(j) Unsupported objection to the coming of the United Nations.

[1] See Annex 24, p. 135.

ANNEX 9

Local Government and administrative units in Westchester County

The organization of local government in the State of New York represents a combination of the New England system under which the "Town" is the basic and dominant unit and the so-called southern system generally in effect throughout most of the country outside the New England States where the county is the primary unit of local government and administration.

The County of Westchester is made up of eighteen towns within which lie six cities and twenty-two incorporated villages. Thus, the units of local government are the county, the towns, the cities and incorporated villages. The numerous settlements or hamlets which have not been incorporated as villages enjoy no independent status and are, governmentally, merely parts of the town in which they lie.

The use of the word *Town* requires explanation. It is not used in its normal sense to denote a large settlement or small city. Under the New York system the town is a geographical division as well as a political unit of the state. It carries out municipal functions over a more or less arbitrarily delimited territory which normally includes both areas of relatively intense developments and sparsely populated rural areas. In Westchester County the towns range from three to upwards of forty square miles in area.

Incorporated villages, the limits of which lie within a town, remain a part of the town but enjoy a high degree of local authority including the power to zone and the power to levy special village taxes. (See Annex 22, p. 125.)

Cities enjoy an even higher degree of self-government and, upon their incorporation, cease to be a part of the town in which they lie.

There are no cities or incorporated villages within any of the proposed sites.

The Chief Executive Officer of Westchester County is elected by popular vote and is known as the County Executive. Such legislative powers as the County enjoys, are vested in the Board of Supervisors made up of the town supervisors of each of the eighteen towns, plus supervisors elected by popular vote in the cities. The normal legislative powers of the County are relatively limited. Under special legislation, however, Westchester County has been given the power to deal with such matters as parks and parkways, trunk sewers and sewage treatment and disposal plants and certain other general health measures.

The chief executive of the town is the Town Supervisor and the legislative body is the Town Board, all of whom are elected by popular vote.

In addition to these units of local government, special districts may exist for the provision of special improvements, facilities or services. Such districts may lie wholly within one town or may extend across the boundaries of two or more towns or even across the boundaries of counties.

The most common example is that of school districts formed for the construction and operation of primary and secondary schools under State supervision and with State aid. The district may issue bonds and levy special district taxes on the land lying within it.

Both Sites 2 and 5 lie wholly in the Town of Harrison. The land within Site 2 comprises seventeen per cent of the total territory of the town and that within Site 5, thirty-three per cent.

Site 10 is partly in the Town of Cortlandt and partly in Yorktown covering nineteen per cent of the territory of the former and fifteen per cent of the latter town.

Site 20 is also partly in Yorktown, the balance being in the Town of Somers, and covers twenty-six per cent of the former and fourteen per cent of the latter town.

Site 40 includes twenty-six per cent of Yorktown and sixty-four per cent of the Town of Somers.

In the case of none of the other sites would a town be so disrupted physically as to create a major problem of local government although it is to be noted that Site 5 would separate the northern from the southern portions of the Town of Harrison. However, good access by highway between the two sections would be available without crossing the headquarters site itself, if it were established in this area. In all cases the loss of territory and taxable property would affect the financial position of the town or towns involved. This subject is discussed in Annex 24, p. 135.

ANNEX 10

Protection of the watershed of the New York City water supply

Sites 10, 20, and 40 lie within the watershed of the New York City water supply. The Headquarters Planning Staff has been advised by the responsible officials of the Board of Water Supply and Department of Water Supply, Gas and Electricity of New York City that if one of the above sites is chosen, the water supply of the City of New York would be satisfactorily protected if:

(1) The United Nations installed, maintained, and operated at its own expense an adequate sewerage system and modern sewage treatment plants within the area of the site, and discharged the effluent of such plants outside the area of the Croton watershed, or made or arranged for such other treatment and disposal as would be satisfactory to the City of New York and to the State Department of Health.

(2) Inspectors and agents of the Department of Water Supply, Gas and Electricity were given the right of access at all reasonable times to inspect the sewerage system and treatment plants of the United Nations to determine whether they were being properly operated.

(3) All the general rules and regulations established by the Department of Water Supply, Gas and Electricity and the State Department of Health for the protection of water supply from contamination were observed and enforced by the United Nations.

(4) The inspectors and agents of the Department of Water Supply, Gas and Electricity were given the right of access to the properties of the City of New York which may lie within the site finally acquired and to the watershed areas which lie within such site, for the enforcement of all sanitary regulations in the event that the United Nations should fail to take the appropriate action on the lands which are under its ownership and control.

(5) The titles to all water supply lands, properties, and structures now owned by the City of New York continued to be vested in the City of New York and were not acquired by the United Nations.

The Headquarters Planning Staff was advised further that:

(1) The City of New York would furnish the water required by the United Nations at any one of the five United Nations sites (2, 5, 10, 20, and 40), delivering the water at a point on its existing system and at appropriate established rates.

(2) All the above arrangements would apply to a sixth site which might be formed by a combination of, and lie within, any of the above-named sites.

ANNEX 11

The Westchester-Fairfield Area

A brief survey of physical, climatic, and living conditions

Location and physical characteristics.

The Westchester-Fairfield area is a large V-shaped area located immediately to the north and north-east of New York City, between the Hudson River on the west and the Long Island Sound on the south-east.

The area is characterized by rolling topography, of which the most salient features are the prevalent north-south direction of the ridges and the many small water courses. The area north of White Plains in Westchester and the area inland from the Fairfield County shore has been intensively developed with a network of reservoirs.

In the northern part of Westchester County and in the area north of the Merritt Parkway in Fairfield County, most of the land ranges from 400 to 1000 feet in elevation. The area lying between White Plains, the Hutchinson River Parkway and the Connecticut-New York State line averages about 200 feet above sea level.

Approximately twenty-five per cent of Westchester County and the south-western tip of Fairfield County adjacent to Westchester County is composed of land with slope greater than ten per cent. This land may be considered ordinarily uneconomic for average residential and business development; it is primarily useful for park lands, water-shed area, forest and grazing land and a certain amount is usable as part of larger residential estates.

Land use.

Although some of the larger population centres such as Stamford, Danbury, Yonkers, Norwalk and Bridgeport have sizeable industrial development, only about one per cent of the land area of the two counties is so used.

The primary use of land is for residence, less than ten per cent in closely built up districts and a considerably greater area in estates. No measurement of the actual amount of the two-county area in such estate use has been made, but it is large. For example, the suburban estate area of northern Greenwich has only about twenty-five families per square mile.

The area has a large number of parks and recreational developments, both public and private. The area of land developed for such use is greater than that in closely-built residential development.

Public water supply reservoirs and water-sheds use an area of land about as extensive as that devoted to public parks, golf courses, and other areas for recreation.

The recreational and water supply lands, with a smaller amount of land devoted to various public and semi-public uses such as hospitals, cemeteries, education and the like, comprise about sixteen per cent of the Westchester-Fairfield land area.

Agriculture is still an important land use in the Westchester-Fairfield area, 15.8 per cent of Westchester and 33.5 per cent of Fairfield land being devoted to such use in 1940. Farming is largely a part-time activity in Westchester and Fairfield, a substantial number of farm owners being employed in industry and business in the close-by cities and villages.

Eighty years ago, lumbering was the leading industry in Westchester. Clearing for farm land and lumbering for construction material gradually reduced the forest resources, so that today most of the wooded areas of the county are second-growth trees, largely non-commercial. The forest and wooded areas, largely of deciduous trees, are today important for park reservations and water-shed protection. In a 1932 survey it was estimated that about one-third of Westchester County was wooded. Forest cover in the adjacent Fairfield County area is similar.

Climate.

The Westchester-Fairfield area has an invigorating climate, characterized by a high proportion of clear, sunny days, abundant precipitation well-distributed throughout the year, and a considerably cooler, less humid atmosphere than New York City only 25 to 50 miles to the south.

Scarsdale in southern Westchester has an average of 201 clear days a year, Carmel just north of

LAND USE[1]
(in square miles)

County	*Total area*	*Close residence*	*Principal industry*	*Public uses*	*Semi-public uses*	*Country estates, farms, other uses*
Westchester	435.0	42.5	1.1	60.9	30.8	299.7
Fairfield (within 45 miles of New York City)	166.5	18.1	0.9	1.9	5.4	140.2
	601.5	60.6	2.0	62.8	36.2	439.9
Per cent	100.0	10.0	0.3	10.4	6.0	73.3

[1] Source: Regional Plan Association, Inc., New York, New York.

Westchester has 208 clear days, Norwalk on the Fairfield shore has 183 and New York City 108.

As one proceeds north from New York City and from the coast there is a gradual fall in temperature. Mean average monthly temperatures during the hottest months, July and August, are 71.4°F. (22°C) and 69.2°F. (20.6°C) at Carmel, 72.2°F (22.4°C) and 70.1°F (21.2°C) at Bedford Hills in northern Westchester, and 73.9°F (23.3°C) and 72.4°F (22.4°C) in New York City. The New York City temperature readings are taken at an altitude of 314 feet above sea level. During the coldest months, January and February, mean average monthly temperatures are 24.5°F (−4.2°C) and 24.7°F (−4.1°C) at Carmel, 27.9°F (−2.3°C) and 27.1°F (−2.7°C) at Bedford Hills and 30.9°F (−0.6°C) and 31.0°F (−0.5°C) in New York City.

The average length of the growing season is substantially less in northern Westchester (165 to 170 days) than in New York City (209 days).

Prevailing winds are north-westerly throughout most of the year, changing to south-westerly during July and August. Along the Westchester-Fairfield shore breezes from Long Island Sound are frequent during the summer months.

Population distribution.

The 1940 population of Westchester County was 573,558 and that of Fairfield County 418,384. Most of this population is concentrated in southern Westchester and the shore area of Fairfield County. Westchester north of White Plains, and Fairfield north of the Merritt Parkway had less than nineteen per cent of this total. This area is sparsely populated except for a number of villages and two small cities (Peekskill and Danbury). The average density of this area outside of cities and villages ranges from 40 to 200 persons per square mile.

While the rate of total population increase of these two counties has slowed down in line with nation-wide trends, the number of families has continued to increase at a rapid pace. Fairfield County population increased 8.2 per cent from 1930 to 1940 and that of Westchester County 10.1 per cent. However, the number of families increased 16.7 per cent in Fairfield and 20.5 per cent in Westchester during the same period.

This increase in number of family units is significant because it is a better index than total population of the increased housing and related land area required for expansion. For example, land area developed for residential use in the New York Metropolitan area increased 56 per cent from 1925 to 1940 while total population gained only 26 per cent.

Highway and rail access.

The Westchester-Fairfield area has a splendid system of highways, parkways and railroads. The area is completely criss-crossed with well-paved highways, which reach every part of the two counties and all adjoining areas.

The parkways of Westchester and Fairfield counties are internationally famous. These parkways, which provide rapid, pleasant and safe automobile movement from one end of the county to another, are essentially highways running through attenuated parks. No private development of business, industry or residence is permitted on the park land along these routes, nor may driveways or other means of access be provided across this park strip to such developments. At reasonable intervals along the parkways, access is given from other highways or parkways by means of safely designed roads. All traffic crossing the parkway is carried either over or under, so as not to impede traffic or cause accidents. At intervals stations are provided for refuelling and servicing of motor cars.

These parkways are restricted to private passenger cars.

The portion of Fairfield County which borders Westchester County has a single parkway, of excellent design. This route, which is a continuation of the Hutchinson River Parkway in Westchester, is called the Merritt Parkway. As in the case of some of the Westchester County parkways, the Merritt Parkway has a centre park strip dividing the opposing directions of traffic flow.

Routes of similar design open to all types of motor traffic are being planned. Land has already been acquired for the Pelham - Port Chester throughway passing through or near the Westchester communities along the Long Island Sound. This route will be constructed at an early date, and the state of Connecticut is planning an extension of this route through Fairfield County. Other routes are also being studied for such development in two counties.

Four principal railroad lines connect the two counties to New York City.

Most of the area of Westchester and Fairfield Counties is within four miles of a railroad and ninety-five per cent of the area's population lives within two miles of a railroad station.

These railroads now carry a total of 55,000 commuters in the two counties daily to and from their working places in New York City. The terminus of all these railroad lines is Grand Central Terminal in New York City.

Metropolitan growth.

The New York metropolitan area is expanding rapidly, and Westchester and Fairfield counties are among the favoured directions for such expansion. The growth in those two counties is partly due to the good train service and excellent parkways which serve both of them.

During the fifteen years prior to the war, the New York metropolitan region (within a fifty mile radius of midtown Manhattan) expanded fifty-six per cent in developed territory, while population increased only twenty-six per cent. This indicates that the rate of physical development is greater than population growth. The average density of closely developed residential area decreased from forty-one to thirty-three persons per gross acre, and ninety per cent of areas closely developed between 1925 and 1940 were within one mile of railroad stations or rapid transit lines.

As soon as conditions permit, it seems that further expansion in outlying areas of the New York region will resume and continue prewar trends. The Regional Plan Association estimates that within the next decade, territorial expansion will equal the growth during the fifteen prewar years.

The trend of development in Westchester and Fairfield is in the form of "fingers" of growth along railroad lines, then gradually a spreading out and filling in of the space between the fingers. The areas in between these fingers of growth, and north of White Plains are largely in small estates.

ANNEX 12

Geologic Conditions

Summary and comparison of the five sites

A geologist's report was obtained for the purpose of providing preliminary comparative data on the geologic conditions of each site pertinent to building conditions.

In this statement, no attempt is made to judge the relative merits of Sites 2, 5, 10, 20, and 40, because many elements must figure in making a choice of sites beyond those arising from geological conditons. Confining the comparison, however, to that field; the field of general soil and rock as it affects suitability for building conditions, it is clear that there are marked contrasts in these several sites.

One of these features is represented by the relations between the soil cover or overburden, chiefly by glacial drift, and the underlying rock floor represented by different recognizable rock formations. Although all these formations belonging to the rock floor of the region are crystalline and comparatively hard, generally durable and capable of furnishing support for the largest structures required, they do differ materially in certain instances in their effect on general topography and nature of the overburden as well as on the quality of the terrain. Very numerous outcrops, indicating thereby that the rock in general lies close to the surface even where it is not exposed, present engineering difficulties of consequence and, in contrast, a soil cover of at least moderate depth has advantages in development.

Moderate or smooth relief rather than sharp, erratic or very steep slopes, has advantages and, on the other hand, low, wet, or large tracts where drainage could not be developed successfully or without considerable expense, particularly if they have a deep muck bottom, are objectionable.

Wet springy ground, representing the escape of ground waters along side slopes of considerable extent, might present difficulties in drainage and certain forms of development. In this same connection sound, firm, reasonably pervious, well-drained soils of productive quality, capable of cultivation and suited to variety of handling, have advantages over tracts excessively bouldery or excessively sandy or excessively tight and impervious.

When these different considerations are taken into account in reviewing the several sites under study, it appears that, on a physical basis, they can be classified in an order beginning with those most free from apparent difficulty in development and ending with those presenting the largest and most numerous points of difficulty. In making this classification, size is a factor of large consequence, since minor tracts of objectionable character in large areas could readily be avoided, whereas in small areas such limitations could be less successfully sidestepped.

Unless the matter of size is left entirely out of account or is reduced to a minor issue, it is clear from the reconnaissance surveys completed that there are fewer apparent difficulties and a larger range of advantageous features in Site 20 than any other of the series. If size is left wholly out of account Site 5 is a close second and possibly is of the same grade.

Site 2, however, because of its very limited area, nearly half of which is characterized by near-surface rock floor, has very serious limitations. Only if used as a part of Site 5, has it good claim to consideration, because of its rock floor difficulties. In that case, despite the proximity of rock and the thinness of cover in the southwest quarter, the whole site might still be developed without encountering extreme difficulty if this condition is taken into account from the beginning.

It should be realized in that connection, however, that approximately one-fourth of Site 5 presents this same difficulty.

Site 40 is a superior site, because of its large size and because, as defined, it includes Site 20. The easterly half — the part lying between Amawalk Reservoir and the Croton — has numerous objectionable features chiefly connected with its ruggedness, its numerous outcrops of rock and its poor soil. But it has great advantages if the whole site is considered including 20, in that it adds to the area of 20 an additional strip of similar good ground bordering the east side of Amawalk Reservoir and makes the occupyable ground at least a half larger, probably about 30 square miles.

There appear to be no geologic difficulties of sufficient consequence to impair the suitability of Site 20 or 40.

Site 10, is a poor last in order of geologic suitability. There is too much rock exposed. The topography is extremely broken. The quality of the ground makes it difficult to handle. Wet, low spots and rocky high points are exceedingly numerous. In comparison with the others, it is very inferior.

General

Geological features of the five sites

All the five sites lie in a region of crystalline rocks covered by glacial deposits of various kinds with such superficial modification as has taken place since these deposits were laid down.

The rock floor is very uneven and in certain areas has considerable relief; but is generally covered. The glacial deposits constituting the overburden form an almost continuous cover but are of variable thickness at different places and tend on the whole to fill up the smaller depressions in the rock floor topography. In other words, the present topography is less rugged than it would be if the overburden were entirely removed.

Although the rock floor of the region is made up of several very different rock formations, their variety and quality are of comparatively little consequence in this particular study, because the development likely to be undertaken in connection with these sites would have little to do with this underlying rock floor. The different sites are likely to vary substantially and those with the heavier or deeper cover of glacial drift are certain to be more easily and more economically handled than those areas where the floor rocks are extensively exposed at the surface.

Wherever these rock formations are exposed, however, they will present difficulties in development both for engineering works and for landscape treatment or ordinary cultivation. In contrast, the portions of these areas where the glacial

drift cover, and its related deposits of more recent time form the surface and have reasonable depth can be developed with materially less expense and difficulty. This is true quite apart from the fact that there is great difference also in character and quality of these deposits themselves, and it is to this point of variety in the overburden that chief attention from the geological angle has to be given.

Site 2

Site 2, lying immediately to the east of the City of White Plains, has moderate relief, marked in the north half by one long ridge and in the south by several less elevated hills. The rock floor outcrops at the surface and lies close beneath at the extreme north end of this property, but otherwise the north half of this site is covered with the usual overburden of glacial deposits, probably of considerable thickness. The south half, however, has numerous outcrops of sound rock widely scattered through the remaining portion south of Anderson Hill Road, with larger and still more numerous outcrops along the whole south and southwest margin. In this portion the overburden is comparatively thin except in the hollows between rock ledges, and it is apparent that rock comes close to the surface at numerous points where it cannot now be seen.

The soil materials of the site, as a whole, are of good type and are comparatively pervious. They can be cultivated successfully, would give adequate foundation support for buildings, and the relief is sufficient for easy local drainage. There are no swamps.

In general terms, therefore, Site 2 presents no difficulties with soil condition or with support of ordinary structures, even high buildings. But such engineering development as may have to do with sub-surface conditions would be likely to encounter difficulties with the rock floor in numerous local spots in about half the area. Doubtless in most cases construction could be so laid out that most of these occurrences could be avoided. But in a development likely to occupy all the area rather closely, some such difficulties with the rock floor are certain to be encountered.

The rock floor itself is made up entirely of crystalline metamorphic types, mostly schists. There are structural weaknesses in this floor, due to deformation and decay, but structures of this sort, such as they are, cannot be located by surface observation and would not be likely to influence at all development of the kind proposed. The average rock, and even some of the poorest grade to be found in this site would certainly furnish adequate support for even the tallest and heaviest buildings contemplated.

The features of largest question on this site are numerous rock outcrops, thin overburden on considerable additional portions, and small size.

Site 5

Site 5 includes Site 2 plus additional area. The added easterly half site has still more moderate relief than the westerly one and is covered more heavily with the glacial overburden.

No outcrops of rock were found in this reconnaissance survey except in the north central portion on the road running north-east from Purchase Community House to the margin of the tract. Along this road at two or three places rock outcrops could be seen and others seemed to be indicated where the rock floor may lie rather close under the surface in that quarter. The soil cover, however, makes excellent farming land and is almost certainly of sufficient depth for any kind of development except at these infrequent spots. The southern half is particularly free from any evidence of the approach of rock floor to the surface. This portion of the double tract therefore appears to be a particularly desirable one as far as physical conditions are concerned. It is fairly certain that the whole of this easterly half presents no difficulties of consequence which would interfere with such development as might be undertaken.

The whole area is unusually free from surface difficulties in the form of swamps or over-wet ground, and the only feature requiring caution is the rather numerous outcrops of rock along the south and south-west margin of the westerly half of this tract.

There are occasional small areas where the soil is crowded with large boulders, adding somewhat to the difficulty of turning raw land into tillable condition. But even in these cases, as in the others, the soil is sufficiently good when once cleared and for the most part the ground is entirely free from overload of them.

Site 10

Site 10 is in the Peekskill district on the southerly margin of the Highlands. It lies adjacent to and south-west of Site 20, and reaches from the vicinity of Mohansic Lake to the village limits of Peekskill and from Crompond Road on the north-southward to the Croton Reservoir.

It has very irregular boundaries and exhibits an extremely varied and for the most part very broken and abrupt topography. This area is for the most part underlaid by entirely different geologic rock formation from any of the others, known in this region as the Cortlandt series of Dioritic rocks. This igneous series of intrusive rocks occupies the westerly and south-westerly two-thirds of this site and the same formation extends westward to the Hudson River. In this portion of Site 10 the rock floor topography is extremely rugged and erratic and even jagged in many places, and the present surface topography is almost as complex since nearly all the high points represent rock exposures and the depressions between are only partially filled with glacial deposits and residual overburden. The site has poor drainage so that many of these depressions are swampy and wet. Rock outcrops are very numerous and the rock is exceedingly hard and tough. This is the only one of the five sites or even portion of a site where residual soils are still extensively represented as a part of the overburden.

But the easterly third of the area is characterized by metamorphic rock of schist character similar in all essential respects to certain portions of the rock floor of Site 40. Here also outcrops are numerous and the soil cover, which is chiefly glacial drift, is comparatively thin at many places. In that respect, at least, the difficulties presented for all kinds of underground works and trenching are much greater than in any of the other sites. The site as a whole has much larger total area of bare rock than any other of the five considered, and additional large portions have very thin cover that would be certain to give additonal difficulty even for small excavations. This feature is well

shown in the golf course along the east margin and along every road in the southerly and westerly portions.

The soil also is less easily managed, particularly on the south-west two-thirds of the area, than any of the soils thus far considered in the other sites, for there are many small swampy plots. On all counts, this site presents more than average difficulty for development.

Site 20

Site 20, lying east of Peekskill, is bounded on the west by the Taconic State Parkway, on the east by Amawalk Reservoir, and extends from Amawalk Road northward to the Putnam County line. It is underlaid wholly by hard crystalline rocks of granite and gneiss character but is almost everywhere covered with heavy deposits of bouldery or stony glacial drift of sufficient thickness so that only at rare points can the crystalline rock floor be seen. Such outcrops of consequence as have been found in rapid reconnaissance are limited to the extreme north-west corner and to the extreme south-east corner of this area. It is probable that only two or three very limited areas near the margin have rock close to the surface. Essentially, the whole area is well covered with overburden.

One can see also that the surface soils are capable of cultivation and are reasonably productive where effort has been made to till them.

In quality and character of the soil there is considerable variation. The westerly third is characterized by numerous boulders but is otherwise of good quality. The easterly two-thirds carries fewer and smaller boulders and larger proportion of finer material in the form of gravel and sand. This portion also is farmed successfully and on the whole presents simpler conditions than do the soils carrying large boulders. Locally there are very numerous boulders but these areas are not extensive.

Locally, also, in the lower depressions there is a tendency to the development of meadows and, more rarely, tracts of comparatively limited size where ground waters escape at the surface forming seepages and brooks. An occasional small tract of this kind is water-saturated and at certain places springs are readily developed. On the whole, however, swampy tracts are not large and they would yield to improvement by drainage. Most of these spots could be developed as readily as the other portions of the site. There would be very little loss of area from this feature.

Therefore, this area is entirely practicable as a site for extensive development. It does not appear to present any insurmountable difficulties of any kind and the common difficulties encountered in many other sections of the region are reduced here to a minimum.

Site 40

That portion of Site 40 lying to the east of Site 20 extends from Amawalk Reservoir on the west to the Croton Reservoir on the east and also reaches the Putnam County line on the north.

A considerable portion of this area, especially its westerly third, is essentially similar to Site 20 in all important respects. The easterly two-thirds, however, lying to the east of the principal north-south highway, is somewhat less favourable in physical quality. This is primarily because of the larger number of rock outcrops in this area and its more rugged topographic character. Also it appears that considerable portions of it are represented by kame deposits which are gravelly and sandy in character. There are also a larger number of patches of swampy ground. Therefore, both its rugged form, represented by hills where rock either forms the surface or lies close beneath, and the character of the remaining soil surface are judged to be of somewhat more difficult character for development. There is more area of rock exposed, the exposures are more widely distributed and the quality of soil cover is somewhat more widely variable in this site than the others with which comparison has been attempted.

Therefore, from every feature that appears to be of direct practical account from a physical standpoint, Site 20 has advantages over Site 40.

ANNEX 13

Site 2

I. LOCATION, AREA AND ACCESSIBILITY OF SITE

Site 2 is directly east of the city of White Plains in Westchester County and lies entirely within the Town of Harrison, in the State of New York. (For an explanation of the word "town" see Annex 9, page 81. In the State of New York, a town is not necessarily urban in character.) The site is an oblong shaped area of approximately 2.99 square miles with its long axis extending north and south. It is twenty-four miles from the centre of Manhattan and approximately six miles from Long Island Sound.

The White Plains Station, on the Harlem Division of the New York Central Railroad, is less than two miles from the western boundary of the site. Frequent schedules on the Harlem Division provide excellent passenger transit service to Grand Central Terminal, requiring only thirty-five minutes on the faster trains. The site also is easily reached from both Harrison and Port Chester, about three miles distant on the New Haven Railroad which provides good train service to New York.

New York City is reached by the Hutchinson River Parkway which adjoins the site on the south-east and provides express highway facilities to downtown Manhattan. Bronx River Parkway, which skirts White Plains to the west, also provides good access to New York City.

The proposed Westchester Throughway, skirting the north-west boundary of the site, would provide an additional highway for mixed traffic into New York. The proposed north-south throughway spur between the proposed New England Throughway and Westchester Throughway, which may lie along Purchase Street or Blind Brook, would provide an alternative route to New York as well as to points north.

Westchester County Airport, which adjoins the site on the north, is a Class IV airport capable of handling the largest four-engine planes now in current commercial operation.

II. BOUNDARY DELIMITATION AND PROTECTION

A. *Delimitation*

The boundaries of the site are as follows:

Starting at the intersection of Purchase Street and Hutchinson River Parkway; thence south-west along the northern boundary of said Parkway to Westchester Avenue; thence north-west along said avenue and an adjacent strip of land held for the projected central Westchester Parkway to Anderson Hill Road; thence north from Anderson Hill Road along the east side of East Branch of Mamaroneck River to Croker Pond and extending south and west of said pond to a lane running north to the top of the steep west wall of the valley of the East Branch of Mamaroneck River; thence along said lane to the rear line of properties in East White Plains overlooking the East Branch; thence north-easterly along said property line (in most places at or near the 300-foot contour line) to the proposed Westchester Throughway; thence east and north-east along the proposed Throughway to a point in line with the southern boundary of the Westchester County Airport; thence eastward to Purchase Street (State Route 120); thence southward along the west side of said street to the starting point where Purchase Street intersects Hutchinson River Parkway.

B. *Protection*

Westchester County owns the land for a parkway along the south-western border of the site, adjacent to Westchester Avenue, and extending practically from Hutchinson River Parkway to Anderson Hill Road. This forms a desirable protective border along the south-west boundary of the site. The deep steep-sided valley of the East Branch of Mamaroneck River and the proposed Westchester Throughway will constitute a similar protective border at the west and north-west.

A north-south branch of the Throughway, if located along Purchase Street north of the Hutchinson River Parkway, would afford further boundary protection on the east of Site 2. It is also proposed to provide an east-west connection between the Westchester Throughway and the proposed north-south branch along the southern boundary of the airport. If these plans are carried out, Site 2 would be bounded by modern parkways and throughways on all sides except for a stretch of about one mile on the west along the East Branch of Mamaroneck River.

III. LIMITING CONDITIONS

A. *Topography*

Most of the area lies at an elevation from 250 to 350 feet above sea level and at the south-west the slopes descend to the 100-foot contour. Three low rounded and conspicuous hills rise to approximately 400 feet above sea level. Except for the steeper slopes along the Mamaroneck River on the west and south-west, from the standpoint of topography, practically the entire area is suitable for building. The highest ground in the north would not be suitable for building due to the airport turning zone ceiling, but would be useful for boundary protection; and on the outer elevations within a radius of approximately one and a half miles from the nearest corner of the airport, buildings are restricted by regulation to heights ranging from six to eleven stories.

Analysis of the topographic map (U.S.E.D., 1944) revealed the following facts in regard to slopes:

- 1.85 square miles (62 per cent) has slopes of ten per cent or less
- 0.68 square mile (23 per cent) has slopes of over ten and not over fifteen per cent
- 2.53 square miles (85 per cent) has slopes not over fifteen per cent
- 0.46 square mile (15 per cent) has slopes over fifteen per cent
- 2.99 square miles (100 per cent): total area of the site.

B. *Geology*

Site 2 is underlain with schist and other crystalline metamorphic rocks. The rock floor has an irregular surface as is indicated by records of wells driven through the overburden of glacial drift and by the fact that the bed rock outcrops in numerous places. Although, due to deformation and decay, there may be structural weaknesses in the rock floor, the average rocks, and probably even the poorest grades, would give adequate support to the tallest and heaviest buildings. Sub-surface engineering developments would encounter some difficulties in approximately half the site area.

That part of the site lying north of Anderson Hill Road is physically best suited to building purposes. Except at the northern border where bed rock appears as an outcrop, this segment of the site is deeply covered with glacial drift and has a gently rolling surface. The area south of Anderson Hill Road has more slope and more outcrops of bed rock than the northern portion. In fact, except in hollows between rock ledges, the overburden is relatively thin. Moreover, bed rock appears as outcrops at many points along the steep slopes of the south-west margin.

In general terms, therefore, Site 2 presents no difficulties with soil condition or with support of ordinary structures, even high buildings. But such engineering development as may have to do with sub-surface conditions would be likely to encounter difficulties with the rock floor in numerous local spots in about half the area. Doubtless in most cases construction could be so laid out that most of these occurrences could be avoided. But in a development likely to occupy all of the area rather closely, some such difficulties with the rock floor are certain to be encountered.

The Commission calls attention to the fact that site 2 provides sufficient area for open development.

C. *Airport limitations*

The minimum standards set up by the Civil Aeronautics Authority for Class IV airports require both the abatement of existing hazards and the prevention of new hazards through establishment of airport approach and turning zones within a radius of two miles of said airport. (An airport turning zone is the air space within which an aircraft circles in the process of landing or taking off.) The projection of buildings, structures and objects above the ceilings established for approach and turning zones would constitute a menace to aerial navigation and would be a hazard to the safety of persons and property.

Extensions are proposed to two of the runways of the airport. The south-south-west runway, if enlarged, and the proposed east-west Throughway connection immediately south of the airport may require about twenty acres of Site 2.

About 600 acres of the westerly portion of the site would lie beneath the south-south-west approach zone. The arcs connecting this zone with the south-south-east approach zone, and extending two miles from the ends of the two runways to form the outer turning zone, cover a major portion of the site. It may be possible to obtain a relocation of the outer turning zone beyond the site. (See Map S51.)

Although only part of the 600 acres is subject to such height limitation as would interfere with United Nations official buildings, it appears undesirable to locate official buildings directly beneath an approach zone. As this zone is generally parallel to the west boundary of the site, the 600 acres beneath the approach zone can be most satisfactorily utilized for a border park.

The airport approach and turning zone ceilings would restrict heights on about twelve acres to between two and three stories; on about sixteen acres to between four and five stories; and on about fifty-one acres to between six and eight stories. On the balance of the site, the airport approach and turning zone ceiling does not appear to restrict any reasonable development. (See Maps S1, S2 and S5-1, p. 147)

D. *Flood control reservoirs*

The Mamaroneck River is subject to flash floods resulting from extremely heavy precipitation of a few hours' duration. Storms of this type may occur in July, August, September and October. Considerable flood damage may take place not on the site but downstream in the Town of Mamaroneck. In order to alleviate conditions, Westchester County proposes a series of flood control projects consisting of four reservoirs and improvement of river channels. However, only a tract of about three acres of the reservoir area lying east of the proposed Westchester Throughway is included within the site.

E. *Summary*

2.99 square miles: total area of Site 2

1.85 square miles has slopes of ten per cent or less

0.34 square mile has slopes over ten per cent

0.23 square mile has slopes over fifteen per cent

0.94 square mile under airport approach zone

0.13 square mile limited in height to nine stories or less

IV. FUNCTIONS WHICH MAY BE ACCOMMODATED

On the basis of the density of development adopted by the Commission for purposes of space calculation, official buildings require an area of two square miles exclusive of border park but inclusive of a fifty per cent expansion allowance.

On Site 2 all of the official buildings can be accommodated but without the full allowance for future expansion. Approximately a dozen official residences, or delegations, may be accommodated on isolated parcels of buildable land near the south-western corner, within the boundary park, or if all or a large number of the national delegations are located elsewhere, hotels could take their place to accommodate about a fifth of the delegates and staffs in temporary residence at the peak.

There is no space for housing any appreciable number of permanent personnel nor for community facilities. The United Nations personnel, the requisite service personnel, and their families, therefore, would create a very strong demand in the vicinity of the site for new housing and community facilities.

V. ACCESSIBILITY TO EXTERNAL FACILITIES

In addition to all the services in New York, excellent services are accessible in nearby White Plains, Port Chester and Rye. These services are particularly important in the case of Site 2, be-

cause substantially all of the United Nations personnel and service workers will live outside the site. Existing facilities, both public and private, will need to be materially extended in order to serve the additional demand which would be created by the United Nations.

VI. POTENTIALITIES OF SITE

A. *Existing conditions and adaptability for development*

The eastern three-fourths of Site 2 with its gently rolling surface is well adapted for development. Most of the land involved in the estates and the country clubs is relatively free of buildings. The combination of pastured meadows, cultivated fields, small wood lots and grassy fairways which now characterize the site would facilitate the development of gardens, lawns and other landscape features.

The steep slopes of the western fourth of this site are wooded. They constitute an attractive border belt between the major portion of the site and East White Plains.

Site 2 is largely an area of estates and country clubs. The Reid Estate, west of Purchase Street, and the Century and Old Oaks Country Clubs together account for nearly 835 acres or over 43 per cent of the total area of the site. The balance of the site is made up of estates and dwelling properties ranging from about two acres to more than 100 acres in size. As shown on the maps of Sites 2 and 5, there are only two areas within the site where development is somewhat denser than in the balance of the area.

B. *Facilities available*

1. *Water supply.*

Water for the properties on the site is now supplied from Kensico Reservoir, which is part of the New York City water supply system. An ample supply of water from the same source could be made available to the United Nations by an agreement with the City of New York.

None of the site occupies or extends into a water supply catchment area.

The Kensico Reservoir (Rye Lake) and its watershed are north of the site. There are water mains and fire hydrants along Purchase Street and along Anderson Hill Road.

2. *Sewerage.*

Sewage disposal would not be difficult. A trunk sanitary sewer extends along Westchester Avenue and connects with a treatment plant in Mamaroneck. It is understood these sanitary systems can adequately serve the site providing arrangements are made with the appropriate authority controlling such facilities.

3. *Electric supply.*

No transmission lines traverse Site 2. It is understood that electric power (3,000 to 6,000 kw.) can be supplied to the site from White Plains by a private company. A nearby utility company could supply gas to the site provided the consumption were such as to make it economically feasible.

C. *Expansion possibilities*

On the basis of the density of development adopted by the Commission for the purposes of space calculation, housing and community facilities for United Nations personnel and service workers must be provided outside the site, probably for a majority of this population in new and relatively high density developments. The extent of such new developments, plus the anticipated acceleration of metropolitan growth (if Site 2 is selected for the headquarters district) may result in considerable new buildings in the vicinity of the site. Consequently, any future expansion of the site beyond boundaries now contemplated may be impracticable if not impossible after such potential development of the adjacent area has taken place.

VII. DISRUPTIONS

A. *Population*

There is an estimated 500 persons or 120 families living on Site 2. This is equal to nearly 170 persons per square mile.

Of the permanent population, about 150 persons are concentrated in a sub-division at the west adjoining Anderson Hill Road and there is a small concentration in the south along Westchester Avenue. Most of the remainder are housed along Purchase Street north of Anderson Hill Road.

B. *Political units*

Site 2 lies entirely within and occupies about seventeen per cent of the area of the Town of Harrison. It contains less than five per cent of the town's 11,783 population and about the same proportion of its total dwelling units. A portion of Purchase is within the site. These portions of the Town of Harrison, which lie west (East White Plains) and north of the site, will not be severed physically from the main body of the town lying east and south of the site.

C. *Local government finance*

While the figures given in this section were not obtained in all cases from original sources, they are believed to be reasonably accurate. They are subject to detailed study and verification if this site should be selected.

In the year 1945, the total assessed value of taxable real property in the Town of Harrison was $44,378,760, of which amount approximately nine per cent lies within this site. Town, special district and highway taxes totaling $689,160 were levied. In addition, taxes for five school districts, lying in whole or in part within the town, were levied. The exact amount of these taxes and the extent to which "school" and "special" districts lie within the site will have to be ascertained. An explanation of "school" and "special" districts are given in Annex 9, page 81.

The total bonded indebtedness of the town and special districts (other than school districts) wholly or partially within the town was $2,666,500 on 31 December 1945. On the same date, there were also outstanding bonds of school districts partially or wholly within the town in the total amount of $850,000.

D. *Schools and other Institutions*

There are no schools within the site. It is estimated that about forty per cent of the pupils attending the Purchase School (east of Purchase Street) would be displaced by Site 2.

The small property to the west on Anderson Hill Road owned by the Sisters of St. John Baptist is the only institution within the site.

E. *Utilities*

1. *Railroads and highways.*

No railroads or major highway routes would be disrupted. With the possible exception of Anderson Hill Road, interior roads might be closed and traffic originating outside the site re-routed. In view of the probability of intensive development in the area east of Purchase Street with housing for United Nations personnel and service workers, it may be necessary to retain Anderson Hill Road or to provide an alternate east-west access route.

If the proposed north-south throughway were located along the east margin of the site, it might replace Purchase Street as a boundary. Existing highways within the site could be useful during the period of construction.

2. *Water supply.*

No water supply catchment areas are affected by this site. However, there might be a minor disruption to internal water supply if Anderson Hill Road is abandoned.

3. *Electric power.*

There are no transmission lines within the site.

F. *Other considerations*

1. *Metropolitan growth.*

Site 2 lies in an area of private estates between two fingers of more intensive development of metropolitan growth. (See Annex 11, page 85)

The selection of this site may accelerate a new and relatively higher density development in extensive sections of the towns surrounding the site. It is wise to assume that this higher density surrounding development would place limits upon future expansion of the United Nations site.

2. *Potential effect on surrounding area.*

The probable extent of this new and relatively higher density development in areas surrounding Site 2 is indicated by the estimated need for new housing and community facilities required to serve United Nations personnel and service workers.

Considering such factors as income, accessibility and individual preferences, it may be assumed that a large proportion of the United Nations community will prefer to live in Greenwich, Harrison, Rye and White Plains and other nearby centres. New construction of dwelling units in one or more of the four towns may be required to house United Nations personnel and service workers who will not live on Site 2. This is a housing problem of great magnitude.

VIII. PROPERTY APPRAISALS

The fair market value of the property within Site 2 on 21 August 1946 was estimated at $5,250,000 ($2,500,000 for land and $2,750,000 for buildings), exclusive of public parks, roads, buildings, churches, cemeteries, public utilities and easements or rights-of-way. (See Annex 7, page 71.)

IX. ADVANTAGES AND DISADVANTAGES OF SITE

A. *Advantages*

The natural cover and topography of this site are among its chief advantages. It is near New York as well as adjacent to community facilities in urban areas in Westchester and Fairfield counties. Boundary protection on the south and west is good and can be made even more satisfactory by the use of border parks along proposed new throughways to the north-west, north and east.

This site will have the availability of an adjacent class IV airport, good railroad service and easy access to New York and other communities by existing and proposed express highways. Adequate utility facilities can be made available.

B. *Disadvantages*

Since almost all United Nations personnel and service workers must live outside Site 2, there may be a considerable increase of development in the towns of Greenwich, Harrison, Rye and White Plains.

This required new development may accelerate anticipated metropolitan growth of nearby communities by encouraging a relatively higher density of development in areas surrounding the site. Such development is likely to make difficult and expensive any future expansion beyond site boundaries.

Flights to and from the airport are a possible source of nuisance. Airport approach and turning zones place certain limits on building heights and locations over a part of the site.

ANNEX 14

Site 5

I. LOCATION, AREA AND ACCESSIBILITY OF SITE

Site 5 is an extension of Site 2 and lies directly east of White Plains in the Town of Harrison, New York. (For an explanation of the word "town," see Annex 9, page 81. In the State of New York, a town is not necessarily urban in character.) It is about 5.78 square miles in area, is twenty-four miles from the centre of Manhattan and about six miles from Long Island Sound.

The White Plains Station, on the Harlem Division of the New York Central Railroad, is less than two miles from the western boundary of the site. Schedules on the Harlem Division provide excellent passenger service to Grand Central Terminal, requiring only thirty-five minutes on the faster trains. The site also is reached easily from Harrison and Port Chester, about three miles distant, on the main line of the New Haven Railroad. The line also provides frequent, fast service to and from Manhattan.

New York City is reached by the Hutchinson River Parkway which adjoins the site on the south-east. The Bronx River Parkway, another good route to New York, skirts White Plains on the west.

A proposed Westchester throughway, skirting the north-west boundary of the site, would provide an additional highway for mixed traffic into New York. The proposed north-south spur between the proposed New England throughway and Westchester throughway would follow along Blind Brook and provide an alternate route to New York as well as to points north.

Westchester County Airport, which adjoins the site on the north, is a Class IV airport capable of handling the largest four-engine aircraft in current operation for commercial purposes.

II. BOUNDARY DELIMITATION AND PROTECTION

A. *Delimitation*

Starting at the intersection of Hutchinson River Parkway and Blind Brook; thence south-west along the northern boundary of said Parkway to Westchester Avenue; thence north-west along Westchester Avenue and an adjacent strip of land held by the County for the proposed Central Westchester Parkway to Anderson Hill Road; thence north along the east side of East Branch of Mamaroneck River to Croker Pond and extending south and west of said pond to a lane running north to the top of the west wall of the valley of the East Branch of Mamaroneck River; thence along said lane to the rear line of properties in East White Plains overlooking the East Branch; thence northerly along said property lines, in most places on or near the 300-foot contour, to the proposed Westchester throughway; thence east and northerly along the proposed throughway to the prolongation of the south boundary of Westchester County Airport; thence east along said prolongation and the airport boundary to Blind Brook; thence south along the town line in Blind Brook to the starting point.

B. *Protection*

Westchester County owns a strip of land along the south-western border of Site 5 and adjacent to Westchester Avenue. This land extends most of the distance from Hutchinson River Parkway to Anderson Hill Road and on it the County proposes to construct a section of the Central Westchester Parkway.

A proposed Westchester throughway would form the north-west boundary of the site. A north-south throughway, proposed along Blind Brook, would afford further boundary protection on the east of Site 5. It also is proposed to provide an east-west throughway connection between the Westchester throughway and the proposed north-south spur along the southern boundary of the airport. Thus, Site 5 would be bounded by modern parkways and throughways on all sides except for a stretch of about a mile on the west along the East Branch of Mamaroneck River.

III. LIMITING CONDITIONS

A. *Topography*

Site 5 occupies most of the gently rolling broad divide between the valley of the Mamaroneck River on the west and Blind Brook on the east. Such a surface is eminently suitable for building developments. The area has a roughly circular shape.

Most of the area lies at an elevation from 250 to 350 feet above sea level but at the south-west slopes descends to the 100 foot contour. Several low rounded but conspicuous hills rise to approximately 400 feet above sea level.

As has been stated, Site 5 has a total area of 5.78 square miles. Analysis of the topographic map (USGS, 1944) revealed the following facts in regard to slopes:

4.54 square miles (78.5 per cent) has slopes of ten per cent or less

0.74 square miles (12.8 per cent) has slopes of over ten per cent and not over fifteen per cent

5.28 square miles (91.3 per cent) has slopes not over fifteen per cent

0.50 square miles (8.7 per cent) has slopes over fifteen per cent

5.78 square miles (100 per cent)—total area of the site.

B. *Geology*

The site is underlain with ancient crystalline rocks such as schist and gneiss. Throughout most of the area these solid rocks are mantled with glacial drift but in the north-west and south-west small rounded outcrops are conspicuous. The drift is mainly unassorted material of varying depth through which water percolates readily. Well records indicate that solid rock has an irregular and somewhat fragmented surface but is near enough to the surface and firm enough to give good foundations for whatever type of structures United Nations might plan. Sub-surface construc-

tion would probably meet with costly difficultics over a fourth of the site but extreme difficulty may be avoided if this condition is taken into account from the beginning. (See Annex 12, page 87.)

C. *Airport limitations*

The most serious limitation to building on Site 5 grows out of the presence of a Class IV airport at the northern boundary of the site. The minimum standards set up by the Civil Aeronautics Authority for such airports require both the abatement of existing hazards and the prevention of new hazards through establishment of airport approach and turning zones within a radius of two miles of said airport. The projection of buildings, structures and objects above the ceilings established for approach and turning zones would constitute a menace to aerial navigation and would be a hazard to the safety of persons and property. As the airport flight zones extend into the Towns of Harrison, Rye and New Castle, each town is concerned with these hazards and building problems.

Extensions are proposed to two of the runways of the airport. The south-south-west runway, if enlarged, and the east-west throughway connection immediately south of the airport may require about 115 acres of Site 5. The approach zones of both runways extended cover the site and their outer limit would be within a half mile of the southern boundary of Site 5.

About 600 acres of the westerly portion of the site would lie beneath the south-south-west approach zone, and about 120 acres of the easterly portion along Blind Brook would lie beneath the south-south-east approach zone. The arcs connecting these two approach zones, and extending two miles from the end of the runways form the outer turning zone which covers a major portion of the site; it may be possible to obtain a relocation of the outer turning zone beyond the site.

Although only part of the 720 acres is subject to such height limitations as would interfere with United Nations official buildings, it appears undesirable to locate official buildings directly beneath these approach zones. As the two zones are generally parallel to the west and east boundaries, respectively of the site, the 720 acres beneath the approach zones can be most satisfactorily utilized for border parks.

The airport approach and turning zone ceilings would restrict heights on about 105 acres to less than two stories; on about sixty-five acres to between two and three stories; on about eighty acres to between four and five stories; and on about 165 acres to between six and eight stories. On the balance of the site, the airport turning zone ceiling does not appear to restrict unduly any reasonable development.

D. *Flood control reservoirs*

Blind Brook and Mamaroneck River are both subject to flash floods resulting from extremely heavy precipitation of a few hours' duration. Such storms are likely to occur in July, August, September and October. Considerable flood damage occurs not on the site but downstream in the Towns of Mamaroneck and Rye. In order to alleviate conditions, Westchester County proposes a series of flood control projects consisting of flood reservoirs and improvement of river channels.

One channel improvement and three flood reservoir projects directly affect Site 5. The channel improvement is proposed on the Mamaroneck River between Silver Lake and Anderson Hill Road. A flood control reservoir is proposed on the East Branch of the Mamaroneck River north of Croker Pond. However, of the reservoir area only about three acres lying east of the proposed Westchester throughway are included within the site. A second flood reservoir project is proposed on Blind Brook with a dam north of Anderson Hill Road and with about one-half the reservoir area (or twenty-eight acres) within the site. This reservoir lies within an airport approach zone and may form part of the border park on the east. A third flood control reservoir is proposed on Little Brook (west branch of Blind Brook) with a dam north of Hutchinson River Parkway and a reservoir area of about thirty-three acres. Only this reservoir would affect the buildable area of the site and this is not serious owing to the fact that the topography in this area is not well suited to buildings. These flood control reservoirs will affect about two per cent of the site.

E. *Summary*

5.78 square miles: total area of Site 5.

4.54 square miles has slopes of ten per cent or less

0.74 square miles has slopes of over ten per cent and not over fifteen per cent

0.50 square miles has slopes over fifteen per cent

1.13 square miles lies under airport approach zone

0.65 square miles is limited in height to buildings of nine stories or less.

IV. FUNCTIONS WHICH MAY BE ACCOMMODATED

On the basis of the density of development adopted by the Commission for purposes of space calculation, and if the development of areas situated under airport approach zones is avoided, the land area of this site will permit:

1. All official buildings (with allowance for expansion up to fifty per cent).
2. Delegations other than those in the official buildings area, with residential quarters of delegates.
3. Hotels for delegates and staffs in temporary residence.
4. Residences (up to 11,500 total population).
5. Shopping, recreation, and offices.
6. Limited neighbourhood public and semi-public facilities, such as schools, playgrounds and neighbourhood parks.
7. Streets serving the preceding facilities.
8. A very limited amount of land for boundary park and internal separation zones.

It should be noted that no allowance is made for expansion of the above facilities except for official buildings as stated under item 1; and that United Nations personnel and requisite service personnel not housed on the site will create a substantial demand for new housing and community facilities, in areas surrounding the site.

V. ACCESSIBILITY TO EXTERNAL SERVICES

Excellent external services are accessible in nearby White Plains, Port Chester and Rye, in addition to all the metropolitan functions and services of New York City. These services are important in the case of Site 5, which cannot provide any substantial amount of housing nor any large amount of community facilities. Many of the United Nations personnel and service workers will live outside the site and utilize external services.

VI. POTENTIALITIES OF SITE

A. *Existing conditions and adaptability for development*

Site 5 is a pleasant, attractive area. Most of the land is held in estates of from two to 550 acres in size. On the west and south-west, strip wooded slopes provide a natural park border. Four properties, namely the Reid Estate west of Purchase Street, the Century Country Club, the Old Oaks Country Club, and the Blind Brook Turf and Polo Club together account for about 1,043 acres or over twenty-eight per cent of the total area. Many of the existing homes and other buildings are of very good quality, and could be used in the development of the site. As shown on the maps of Sites 2 and 5, buildings are relatively numerous in only five areas within the site.

B. *Facilities available*

1. *Water supply.*

Water for the properties on the site is now supplied from the Kensico Reservoir, a part of the water supply system of New York City. An ample supply of water from the same source could be made available to the United Nations, in agreement with the City of New York. No part of the site occupies or is a part of a water-supply catchment area. Water mains and fire hydrants are installed along Purchase Street and Anderson Hill Road.

2. *Sewerage.*

Sewage disposal would not be difficult. A trunk sanitary sewer extends along Westchester Avenue and connects with a treatment plant in Mamaroneck. There also is a trunk sanitary sewer along Blind Brook which could be improved and extended northerly into the site. It is understood that these sanitary systems can serve the site adequately, providing arrangements are made with the appropriate authorities controlling such facilities.

3. *Electric supply.*

No transmission lines traverse Site 5. Electric power (3,000 to 6,000 kws.), however, can be supplied to the site from White Plains by a private company. A nearby utility company also could supply gas to the site provided the consumption were such as to make it economically feasible.

C. *Expansion possibilities*

On the basis of the density of development adopted by the Commission for purposes of space calculation, most if not all of Site 5 will be needed for the official buildings area and for such of the community facilities as must be accommodated. Thus, there will be relatively little possibility of expansion within the site and, as has been indicated, not much opportunity for expansion beyond its borders, after potential development of adjacent area has taken place.

VII. DISRUPTIONS

A. *Population*

It is estimated from 1940 Census data that about 1,200 persons or 285 families lived on Site 5 at that time. This is equal to nearly 210 persons per square mile.

Due to the varying size and use of the property units, the population of Site 5 is unevenly distributed. Most of the people live along the two highways which intersect near the middle of the area, i.e., Purchase Street and Anderson Hill Road. The largest concentrations are in a sub-division with about 150 persons adjoining Anderson Hill Road at the west, and in the Purchase community near the centre of the site.

B. *Political units*

Site 5 lies entirely in the Town of Harrison in Westchester County. It occupies most of the northern part of the town and comprises about a third of the town's area. The site lies between the Silver Lake District at the north and the southern part of the town. However, the two parts of the town are not severed physically. The site contains only ten per cent of the town's 11,783 population and nearly the same proportion of its total dwelling units.

C. *Local government finance*

While figures given in this section were not obtained from original sources, they are believed to be reasonably accurate. They are subject to detailed study and verification if this site should be selected.

In the year 1945, the total assessed value of taxable real property in the Town of Harrison was $44,378,760, of which amount approximately nineteen per cent lies within this site. Town, special district and highway taxes totaling $689,160 were levied. In addition, taxes for five school districts, in whole or in part within the town, were levied. The exact amount of these taxes and the extent to which school and special districts lie within the site will have to be ascertained.

The total bonded indebtedness of the town and special districts (other than school districts) wholly or partially within the town was $2,666,500 on 31 December 1945. As of the same date, there were also outstanding bonds of school districts partially or wholly within the town in the total amount of $850,000.

D. *Schools and other institutions*

The only public school in the site is at the intersection of Purchase Street and Anderson Hill Road. It serves mainly residents within the site. The Purchase Community House and a small property to the west on Anderson Hill Road, owned by the Sisters of St. John Baptist, are the only other institutions within the site.

E. *Utilities*

No railroads, major highways or transmission lines cross Site 5.

The water main which leads south along Purchase Street from the pumping station on Rye Lake probably would continue the services it now performs both within and without the site if suit-

able arrangements are made with the controlling authorities.

If the roads now in operation within the site are closed, the traffic originating outside the area would have to be re-routed. The proposed Throughway on the town line along Blind Brook to connect the Westchester and New England Throughways would provide a north-south route to replace Purchase Street. East-west traffic to and from White Plains could be re-routed over the Hutchinson River and the proposed Central Westchester Parkway. Existing roads within the site probably would be useful at least during the period of construction.

F. *Other considerations*

1. *Metropolitan growth.*

Site 5 lies in an area of private estates between two fingers of more intensive development of metropolitan growth. (See Annex 11, page 85.)

The selection of this site may accelerate a new and relatively higher density development in extensive sections of the towns surrounding the site. It is wise to assume that this higher density surrounding development in this part of the region would place limits upon future expansion of the United Nations site.

2. *Potential effect on surrounding area.*

The probable extent of this new and relatively higher density development in areas surrounding Site 5 is indicated by the estimated need for new housing and community facilities required to serve United Nations personnel and service workers.

Considering such factors as income, accessibility, and individual preference, it may be assumed that a large proportion of the United Nations community will prefer to live in Greenwich, Harrison, Rye, White Plains, and other nearby centres. New construction of dwelling units in one or more of the four towns may be required to house United Nations personnel and service workers who will not live on Site 5. This is a housing problem of considerable magnitude.

VIII. PROPERTY APPRAISALS

The fair market value of property in Site 5, on 21 August 1946, is estimated at $9,750,000 ($5,000,000 for land and $4,750,000 for buildings), exclusive of public schools, parks, roads, churches, cemeteries, public utilities and easements or rights-of-way. (See Annex 7, page 71.)

IX. ADVANTAGES AND DISADVANTAGES OF SITE

A. *Advantages.*

1. Moderately rolling, well drained surface and firm bed rock which are highly satisfactory for building purposes.
2. Wooded slopes at west and south-west which could become border parks.
3. Proximity to White Plains, Port Chester and Rye for housing external services.
4. Fast service by rail and parkways to services and institutions of Manhattan.
5. An adequate nearby airport.
6. Readily available water, electric power and trunk sanitary sewers.
7. Relatively small amount of disruption.

B. *Disadvantages.*

1. Airport approach and turning zones place certain limits on building heights and location over a part of the site.
2. The noise of aircraft taking off and landing might be a nuisance in the area near the airport.
3. Little or no opportunity for external expansion if not accomplished immediately.

Site 10

I. LOCATION, AREA AND ACCESSIBILITY OF SITE

Site 10 is forty miles north of Grand Central Station, New York City. It lies immediately east of the City of Peekskill. Its area is 12.8 square miles. The western fifty-six per cent of this area is in the Town of Cortlandt and the eastern forty-four per cent is in the Town of Yorktown, Westchester County, New York. (For an explanation of the word "town," see Annex 9, page 81. In the State of New York, a town is not necessarily urban in character.)

Approximate highway distances from the centre of the site to a number of important focal points are as follows:

	Miles
Grand Central Station	40
Peekskill business district	5
New York Central Station at Harmon	6
White Plains	20

The site may be reached from New York City and from points to the north over the Taconic State Parkway and connecting parkways. Bear Mountain Parkway, which forms the northern boundary of the site, is scheduled to be extended eastward into Connecticut as a throughway to connect with inter-regional highways to and from the New England States.

Truck access from New York City and intermediate points will be by means of Routes 9 and 129. At a later date there will be access over one of the proposed north-south throughways.

The Hudson Division of the New York Central Railroad is reached at Harmon, six miles from the centre of the site, where excellent freight, express and commuter services are available. The rail distance to Grand Central Station from Harmon is thirty-three miles and the best express travel time is forty-eight minutes. There are ninety train services per day between Harmon and Grand Central Station.

Shuttle service to New York City air terminals and local flying service are presently provided by the small Somers Airport ten miles from the north-east corner of the site over Routes 35 and 100. A site suitable for a much larger airport for shuttle service is located just north of Yorktown Village, one mile from the north-east corner of the site. The nearest large airport capable of handling large planes is the Westchester County Airport, 15 air-line miles south-east of the site.

II. BOUNDARY DELIMITATION AND PROTECTION

A. *Delimitation*

Starting at the point where the property of the proposed Briarcliff-Peekskill Parkway adjoins the boundary of the City of New York water supply property on the north side of Route 129; thence north-westerly along the north-eastern boundary of the county-owned Briarcliff-Peekskill Parkway property to Furnace Brook; thence north-westerly to the point where the easterly boundary of the Blue Mountain Reservation meets Watch Hill Road; thence northerly along the easterly boundary of Blue Mountain Reservation to Lafayette Avenue; thence north along Lafayette Avenue to Crompond Road; thence easterly along Crompond Road and Bear Mountain Parkway to Taconic Parkway; thence southerly along Taconic Parkway to its intersection with Old Croton Dam Road; thence westerly along the northerly line of the Croton Reservoir property to the starting point.

B. *Protection*

The Croton Reservoir provides boundary protection along the southern side of the site. The proposed Briarcliff-Peekskill Parkway would provide a good boundary at the south-west. Blue Mountain Reservation provides a protective boundary on the west and excellent off-site recreational opportunities as well. Along the eastern boundary, the land within the site slopes upward rather abruptly along the Taconic Parkway and provides good protection from the noises of the parkway for adjacent activities within the site.

III. LIMITING CONDITIONS

A. *Topography*

There are numerous outstanding scenic features of topography in this site. For example, there are approximately nine miles of shore line on the Croton Reservoir. That portion of the Croton Reservoir which extends northward towards the centre of the site from Hunter's Brook Bridge contains 320 acres.

The south-westerly portion of the site is very hilly and valuable mostly as a border park and recreational area.

Dickerson Mountain, comprising some 300 acres, rises to a height of almost 600 feet above the level of Croton Reservoir. It has value for recreation but is not suitable for all building purposes. Salt Hill, just south of Dickerson Mountain, comprises nearly 400 acres, and it, too, is suitable mostly for recreational use.

The area west of Dickerson Mountain is generally rough with numerous kames and drumlins and some small marshes.

North of Dickerson Mountain there are several very hilly areas, parts of which are unsuitable for building purposes.

Hunter Brook, which is a substantial stream, flows southward through the centre of the site. Smaller streams flow towards the Hudson from the western portion of the site. Dickerson Pond contains some forty acres, and there are numerous smaller ponds throughout the site.

B. *Geology*

According to the preliminary study of the geologist (See Annex 12, page 87) of the Commission, extreme variety and abrupt topography are for the most part features of Site 10. The western and south-western two-thirds of this site are underlain by a geologic rock formation, different from any of the other sites, known in this region as the Cortlandt series of dioritic rocks. The rock floor topography is here very rugged and erratic and the present surface topography is almost as complex since nearly all of the high points repre-

sent rock exposures and the depressions between are only partially filled with glacial deposits and residual overburden. Rock outcrops are numerous and the rock is exceedingly hard and tough.

The eastern third of the site, where most of the United Nations development might occur, is characterized by metamorphic rock of schist character similar in all essential respects to certain portions of the rock floor in Site 40. Here also outcrops are numerous and the soil cover, which is chiefly glacial drift, is comparatively thin in many places.

On all counts, this site presents more than average difficulty for development. (See Annex 12, page 87).

C. *Summary*

12.8 square miles: total area of site 10

6.8 square miles has slopes of ten per cent or less

2.6 square miles has slopes of over ten per cent but not over fifteen per cent

3.4 square miles has slopes over fifteen per cent.

IV. FUNCTIONS WHICH MAY BE ACCOMMODATED

On the basis of the density of development adopted by the Commission for purposes of space calculation, the land area of this site will permit development of the following buildings and other facilities:

1. All official buildings (with allowance for expansion up to fifty per cent).
2. Delegations other than those in the official buildings area, with residential quarters of delegates.
3. Hotels for delegates and staffs in temporary residence.
4. Residences (up to 30,000 total population).
5. Shops, business premises and offices.
6. Community public and semi-public facilities such as schools, playgrounds, and urban parks.
7. Streets serving the preceding facilities.
8. A certain amount of land for boundary park, internal separation zones and recreation.

It should be noted that no allowance is made for expansion of the above facilities, except for official buildings as stated under item 1.

V. ACCESSIBILITY TO EXTERNAL FACILITIES

Excellent railroad and highway facilities provide convenient communication with downtown New York City. These facilities were described in section I of this Annex.

Shopping and recreation facilities are available to a limited extent in Peekskill, which lies just west of this site. Shopping and general business and professional services at White Plains can be reached over Taconic Parkway in from twenty to twenty-five minutes.

Numerous off-site recreation areas are available, such as Blue Mountain Reservation, Mohansic Park, the Palisade Interstate Park, and Croton Point Park.

VI. POTENTIALITIES OF SITE

A. *Existing conditions and adaptability for development*

Approximately 8.2 square miles (64 per cent) of Site 10 is wooded.

Approximately 334 houses and 176 summer cottages are scattered throughout the site.

The site contains one small school, two small churches, an old peoples home with a capacity of twenty-five, and a rest home with a capacity of 200.

This site contains excellent, though somewhat restricted, areas for the official buildings of the United Nations in the eastern and central northern part of the site. The eastern plateau area includes about 175 acres, which is surrounded with almost unlimited land suitable for bordering park space. From the standpoint of both close and distant views, this location is probably unexcelled anywhere in Westchester County.

A good site for expansion of the official buildings area and for the national delegation buildings is on the well rounded ridge to the west of the official buildings district and separated from it by a small ravine. There is also another ridge to the north-east of this one which would be suitable for still further expansion of these facilities. The area of these ridges on which official buildings could be erected is approximately 275 acres, which added to the 175 acres on the eastern plateau, makes a total of 450 acres. There are numerous excellent sites for hotels adjacent to these areas with good views of Mohansic Lake and Croton Reservoir. These several groups of buildings could all be approached over a road leading from the south-east corner of the site to the official buildings district.

B. *Facilities available*

1. *Water supply.*

Water is readily available, subject to agreement with the City of New York.

2. *Sewerage facilities.*

There are no sewers in this area. Sewage treatment would be required, and the effluent would have to be piped outside the watershed. Owing to the topography of this site, construction of sewers might prove difficult and costly.

3. *Electric power and gas supply.*

Adequate electric power supply is available from either the Peekskill sub-station or the Millwood sub-station of a nearby utility company. Alternatively, the supply might be taken from the 132,000-volt transmission line which passes near the eastern boundary of the site. This same company manufactures and distributes gas in Westchester County. Although it would be difficult to supply gas to this site, it is deemed feasible if demand were sufficient.

C. *Expansion possibilities*

Expansion of the site to the south or west would be impractical. Expansion to the north or east would involve going beyond the Bear Mountain Parkway or to the Taconic Parkway respectively, but either of these alternatives would make very suitable land available. It should be noted that site 20 adjoins Site 10 on the north-east. The possibility of expanding Site 10 into Site 20 would seem to be worthy of consideration.

VII. DISRUPTIONS

A. *Population*

The present population (August 1946) of this site, according to estimates made by the Assessor for the Town of Yorktown and by the Supervisor for the Town of Cortlandt, is as follows:

All-year population: Site 10

	Population	Number of dwelling units
Yorktown	500	135
Cortlandt	696	199
Totals	1,196	334

Additional summer population in cottages

	Population	Number of cottages
Yorktown	100	35
Cortlandt	493	141
Totals	593	176

The total population of the Towns of Yorktown and Cortlandt, according to the 1940 United States Census, was as follows:

Yorktown	11,016
Cortlandt	3,642
Total	14,658

Selection of this site probably would not involve immediate displacement of many of the present residents. One of the areas suitable for official buildings is now a golf course. The areas suitable for national delegation buildings and hotels contain no more than a score of houses.

B. *Political units*

Site 10 includes nineteen per cent of the area of the Town of Cortlandt and fifteen per cent of the area of the Town of Yorktown.

C. *Local government finances*

While the figures given in this section were not obtained in all cases from original sources, they are believed to be reasonably accurate. They are subject to detailed study and verification if this site should be selected.

In the year 1945, the total assessed value of real property in the Town of Cortlandt was $27,500,705, of which $11,815,119 was within the incorporated villages of Croton and Buchanan and $15,685,586 was in the unincorporated portion of the town. The portion of the total assessed value of the taxable real property of the town within Site 10 represents approximately five per cent. The total taxes levied, including State and County taxes, was $311,252. In addition, taxes were levied for seven school districts in whole or in part within the town. The exact amount of these taxes and the extent to which school and other special districts lie within the site will have to be ascertained.

The bonded indebtedness of the town, including that of special districts other than school districts within its borders, was $755,000 on 31 December 1946. On the same date, bonds of school districts virtually wholly within the town in a total amount of $1,200,000 were outstanding.

In 1945 the total assessed value of taxable property in the town of Yorktown was $11,495,647, of which approximately 8.7 per cent was located within this site. County, special district, town and highway taxes in the total amount of $203,994 were levied. In addition, taxes were levied for four school districts located in whole or in part within the town.

The bonded indebtedness of the town and special districts in Yorktown on 31 December 1945, totaled $318,413 and, on the same date, school district bonds of some $300,000 were outstanding.

D. *Schools and other institutions*

There is one small school near the western boundary of the site which might be excluded in the process of boundary refinement.

The Valeria Home (private rest home), just north of Dickerson Pond, has a capacity for 200 persons. This property is exempt from taxes. Since this home is near the south-western boundary of the site it probably would not need to be disturbed for many years. It is also possible to modify the boundary line so as to exclude this institution from the site.

There is a small private home for the aged (Field Home) at the north central part of the site. It has a capacity for twenty-five guests, all permanent. This property is also tax exempt.

There are two small churches on this site. One church is at Baptist Church Road and Hunter Brook Road, and the other is at Pleasantside near the intersection of Maple Avenue and Lafayette Street. In case the western boundary of the site is shifted to leave the school outside, one of the churches might also be excluded from the site area. These matters should, of course, receive careful consideration when the boundary lines are refined.

E. *Utilities*

1. *Railroads and highways.*

No railroads cross Site 10.

Only one important highway lies within the site. This road is New York State Route 129 along the northern shore of the Croton Reservoir. This particular road would be of great value to the United Nations development and would undoubtedly constitute a portion of any major highway system on the site. An alternative for general public travel, in case this road should be closed to public use, would be to improve the parallel route along the southern shore of the reservoir. This is a fairly good road now, but due to its narrowness and indirectness it is not suitable for other than a scenic route. Cost of improvement as a major highway would probably not be excessive.

The proposed Briarcliff-Peekskill Parkway is planned to extend through the easterly side of Blue Mountain Reservation, and it is believed this will afford an adequate by-pass of Site 10 on the west for such existing highways as Furnace Woods Road and Watch Hill Road.

Presently proposed and existing throughways and parkways provide an almost ideal system of major traffic routes around this site. These consist of Taconic Parkway on the east, Briarcliff-Peekskill Parkway on the south and west, and Bear Mountain Parkway on the north.

2. *Catskill Aqueduct.*

The Catskill Aqueduct of the New York City water supply crosses the north-eastern section of the site. The City of New York owns a strip of land 200 feet wide where the aqueduct is in cut and fill, and a somewhat narrower strip where the

aqueduct is in tunnel. This would have a bearing on the planning of the layout of the site. Street crossings at required points could be arranged.

3. *Electric power line.*

A 13,000-volt overhead power line parallels the Catskill Aqueduct. If not removed, it would have a bearing on the planning of the layout of the site.

F. *Other considerations*

1. *County park.*

If this site should be selected, Mohansic Park could be extended to the north along the east side of the Taconic Parkway.

2. *Farms and orchards.*

There is one large fruit farm in the north-eastern portion of the site, and there are a few small farms scattered throughout the site. Probably less than five per cent of the total area of the site is under cultivation.

VIII. PROPERTY APPRAISALS

The estimated fair market value of property in Site 10, on 21 August 1946, is $11,000,000. ($3,400,000 for land, $5,578,100 for buildings and $2,021,900 for Valeria Home and Field Home at their assessed values, which is not necessarily their fair market value.)

The above figure does not include any allowance for public parks, roads, public buildings, churches, or cemeteries.

It is possible to modify the boundary at the south-west corner of this site to eliminate the property of the Valeria Home and other developments and thus reduce the appraised value of the property within the site by more than $2,000,000. (See Annex 7, page 71.)

IX. ADVANTAGES AND DISADVANTAGES OF THE SITE

A. *Advantages*

1. Excellent, though somewhat restricted, sites for official buildings, national delegation buildings and housing.
2. There are no areas of intensive development on the site.
3. Accessibility of the site from New York City excellent by rail and highway. It is only six miles to Harmon which has the best express service (forty-eight minutes to Grand Central Station) on the Hudson division of the New York Central Railroad.
4. External recreation facilities are readily accessible.
5. Boundary protection of the site is excellent. There are no unattractive areas either on or adjacent to this site.
6. It lies outside the region of metropolitan development.

B. *Disadvantages*

1. A high percentage of steep slopes and unsatisfactory geologic and soil conditions make this site expensive and difficult to develop, particularly with respect to the sewerage system.
2. Because of the distance from New York City, the existing external facilities would need to be increased.
3. Lack of one single area large enough to group all official buildings together in one place.
4. The aqueduct and electric transmission line present a certain obstacle to development.

ANNEX 16

Special opinion of the representative of the Union of Soviet Socialist Republics on the Headquarters Commission regarding the question of the selection of a ten-square-mile site

The General Assembly instructed the Headquarters Commission to select in the area of Westchester and Fairfield five sites of different sizes, namely two, five, ten, twenty and forty square miles respectively.

Obviously these five sites must be truly the best and most advantageous of all the sites available in each of the above-mentioned sizes.

This is the case with the two-, five-, twenty- and forty-square-mile sites, but it is quite impossible to say that it also refers to the ten-square-mile site, which, in my view, was selected quite wrongly.

The ten-square-mile site recommended by the Commission—the so-called 10D site—is indeed the worst of all the sites of this size proposed by the Sites and General Questions Committee for the consideration of the Headquarters Commission.

A ten-square-mile site is of a medium size and the smallest site which allows on its territory, in addition to all the official buildings, a really considerable amount of housing for the community. Therefore, it becomes apparent that the selection of a ten-square-mile site to be recommended to the General Assembly must be made with special care and consideration.

To allow one to visualise in a more realistic way what is represented by a site of ten square miles or 26.2 square kilometers, it may be interesting to compare such an area to that of Manhattan Island on which the main part of New York City is built. The area of Manhattan is approximately sixteen square miles. Thus the ten-square-mile area of our site amounts to about five-eighths of the total area of Manhattan. Now, in addition to an enormous amount of business premises, official and private offices and organizations, docks, the greatest in the world, colossal store rooms, power stations, factories, workshops, etc., Manhattan has also dwellings housing a population of approximately 2,000,000.

As a ten-square-mile site does not house freely enough 50,000 people with an additional fifty per cent for the future expansion (if one accepts the Commission's assumptions), it still tends to rely upon the existing surrounding communities and New York in the same way as the smaller sites.

It must be pointed out that out of the three members of the Sites and General Questions Committee present at the Headquarters Commission meeting, all three of them as well as the technical personnel of the Commission voiced their opinion against the adoption of the site 10D, to be recommended to the General Assembly as a ten-square-mile site.

By an accidental majority of votes—in the absence of two members of the Commission who are also on the Sites Committee—in spite of the opinion of the members of the Committee with technical knowledge and background and that of the technical personnel, the Commission, nevertheless, adopted this very unhappy decision.

Thereby were ignored obvious and overwhelming technical advantages of the site 10G (see attached map), as compared with all the other sites of this size. The latter statement appears clearly from the following tabulation and also from a consideration of the map of 10G site attached to this annex.

COMPARISON OF 10-SQUARE-MILE SITES IN REFERENCE TO THEIR BASIC FACTORS

Factors	*Site 10BR*	*Site 10D*	*Site 10G*
1. Distance to New York.	36 miles.	40 miles.	30 miles.
2. Travelling time by car.	1 hour.	1 hour 20 minutes.	40 minutes.
3. Travelling time by train from Grand Central Station to the railway station nearest to the site.	1 hour 5 minutes.	48 minutes.	35 minutes.
4. The distance from the nearest station to the site.	6 miles.	6 miles.	3 miles.
5. The nearest towns and their distance from the site.	Stamford— 6 miles; Greenwich— 6 miles; White Plains— 8 miles.	Peekskill— 5 miles; White Plains— 20 miles.	White Plains— 2 miles; Port Chester— 3 miles; Rye—4 miles; Harrison— 3.5 miles.

Factors	*Site 10BR*	*Site 10D*	*Site 10G*
6. The nearest adequate airport.	Westchester County Airport—7 miles.	Westchester County Airport—15 miles.	Westchester County Airport—2 miles.
7. Topography of the site.	Level, gently sloping hills and comparatively deep river valley.	Very rugged, cut by many ridges of steep hills and deep dells.	Exceptionally level, gently sloping wide hills and shallow valleys.
8. Approximate percentage of buildable land.	Near to 80 per cent.	73 per cent.	Near to 90 per cent.
9. Geologic conditions.	Quite satisfactory.	Unsatisfactory.	Good.
10. Adaptability of the ground for building purposes.	Excellent.	Bad.	Perfect.
11. Possibility of erecting all official buildings as one group.	There are several excellent possibilities to erect all official buildings as one group.	There is not a single site for erecting all the official buildings in one place. Three separate terrains of a total area of 450 acres are totally insufficient for the official buildings.	There are three wide hills each of which presents excellent, exceptional possibilities to erect all official buildings in one place.
12. Possibility of water supply.	Work to provide water to the site may demand considerable expenses, because it may become necessary to increase the water reservoirs.	Water supply is easy. Work of installation of watermain pipelines will demand considerable expense.	Water supply is easy.
13. Possibility of sewerage installation.	Comparatively easy, but requires laying of pipes.	Very difficult conditions for installation of a sewerage system on the site owing to its topography and geologic conditions. The construction of two filtering stations and two pumping stations will probably be required.	Very easy by way of joining existing new sewerage trunk lines lead through the site.
14. Extension possibilities.	There are extension possibilities to the north.	There are extension possibilities to the north-east.	There are extension possibilities to the north-east.
15. Natural protection through lakes, parks, parkways and throughroads.	Satisfactory.	Very good.	Very good.
16. Chances of being surrounded by the growing City of New York.	Very remote.	Very remote.	Probably in the course of the next thirty to fifty years.
17. Attitude of the population within the area.	Strong opposition of influential inhabitants of Greenwich and Stamford.	Strong opposition of inhabitants of Yorktown.	Strong opposition of inhabitants of Greenwich.
18. Number of population within the site.	About 1,200 persons.	1,200 persons.	About 1,900 persons.
19. Approximate value of land and property.	Approximately $12,000,000 to $14,000,000.	$11,000,000.	Approximately $14,000,000 to $15,000,000.
20. Recreation facilities.	Good, including sea bathing and sailing.	Good, sea bathing excepted.	Good, including sea bathing and sailing.

Factors	*Site 10BR*	*Site 10D*	*Site 10G*
21. Other factors.	The territory consists mainly of large estates and small country-seats with gardens. Part of the land belongs to farmers.	The territory consists mainly of small private estates, one large farm and a golf club. Less than five per cent is cultivated. The territory is crossed by an aqueduct belonging to the New York City water supply system and also a high-tension transmission line. These two installations introduce additional difficulties into the question of the future planning by limiting the freedom of development.	The territory consists mainly of large estates and small private country-seats, also a few golf clubs. The building heights on a small part of the territory, due to its proximity to the Westchester County Airport, are limited. The area with limitations of building height to up to twelve stories amounts to approximately 2½ square miles.

It seems to me that I need not draw conclusions; this tabulation of basic factors speaks for itself.

I deem it necessary to consider the possible consequences of such a decision which is in my view unfounded.

In fact there are only two possible decisions of the General Assembly with regard to a ten-square-mile site.

Should the 10D site be selected for the permanent headquarters of the United Nations, its development will prove expensive, its planning to a considerable extent will be forced and accidental. Furthermore, a most important consideration is that a part of United Nations employees and their families, as well as a greater part of the service personnel of the community, will for many years suffer inconveniences due to the daily lengthy railway journeys with a change to a bus, be it going to the office and back home, to and from schools, to and from shops, or on holidays, to and from the seaside, etc. This is undeniable and, no doubt, a hardship.

Should the 10D site, due to its poor building qualities and distance from existing communities, be rejected by the General Assembly, this would mean the rejection of a ten-square-mile site altogether, exclusively owing to the Commission persistently recommending such an unfortunate site as the one of the five it was asked to recommend, representing a ten-square-mile size, though in point of fact there are better ten-square-mile sites.

It seems to me that by recommending a bad ten-square-mile site, the Commission exercises an indirect pressure on the General Assembly in the selection of one of the requested five sizes.

Considering that such a recommendation of the Commission is not sufficiently unbiased and is inconsistent with logical and technical considerations, I am bound to disassociate myself with the decision taken by the Commission in respect to the ten-square-mile site and to lodge a protest with the General Assembly.

In conclusion, I find it necessary to submit my considerations regarding the potential possibilities of the site 10G and its peculiarities resulting from its specific location in respect to existing small surrounding towns and to New York.

Potential Possibilities of the 10G Site

(See attached map)

I. *Considerations regarding the population figure of the United Nations settlement should the community be housed on Site 10G.*

The location of the site in respect to New York City and other towns of the Westchester County plays an important part in the question of the size of the population of the United Nations settlement.

It is quite clear that nearby towns and mainly New York, with abundant communal, cultural and other facilities of all types, will free the United Nations from the necessity to secure some of the above institutions on the territory of the settlement, while the immediate proximity (two to four miles) of such towns as White Plains, Rye, Harrison and Port Chester may free the United Nations from the necessity of providing on its territory a considerable part of facilities, such as schools, hospitals and many types of trading and business enterprises.

It is moreover obvious that it will be possible to utilize a part of the population of these towns now working in New York City as servicing personnel of the United Nations settlement. If today a considerable number of people domiciled in these towns daily commute to work to New York, undoubtedly part of them will wish and surely will find employment not only in servicing of the United Nations community but also on the staff of the United Nations, among its qualified personnel.

Basing myself on these undeniable considerations, I presume the assumption of the figure of 27,000 as a population of the United Nations settlement (comprising one hundred per cent personnel of the United Nations, national delegations and specialized agencies with their families, plus thirty per cent of the total servicing personnel of the settlement, also with their families) will be nearest to reality. Taking into account fifty per cent more reserved for future expansion, the population of the settlement may thus reach the figure of 40,000 people. No doubt also that in the case of the headquarters being near New York City, a fairly considerable part of the personnel

of all the above-mentioned organizations and delegations will wish to live outside the United Nations settlement.

It is clear from the above that if one accepts the figure of 27,000 people, plus fifty per cent for expansion, no sizable mistake will be committed in the case of a site within accessible distance from New York and directly adjacent to the towns of Rye, White Plains, Harrison and Port Chester.

II. *The area necessary for a settlement of the United Nations on the site* 10G *at an accessible distance from New York (near White Plains).*

The calculation following below has been carried out on the assumption that a great part of the personnel of the United Nations will prefer to live in modern apartment blocks and that only a relatively small part will express a desire to live in individual houses.

Such a supposition is based upon the comparatively limited financial possibilities of the majority of the United Nations personnel whose salary goes from $2,000 to $3,500 per annum (sixty per cent of the total personnel). The rent of a medium sized house of six to eight rooms will amount to not less than 100-120 dollars per month or 1,200 to 1,500 dollars per annum, a sum which will leave very little of the income of an employee. It is also difficult to suppose that two families or several separate people would agree to share one individual small house. The rent for an apartment in a modern apartment block, though varying in accordance with the size of the apartment, will always be considerably cheaper than the rent for an individual house, even a small one. I exclude the possibility of construction of jerry-built "matchboxes" of standard type on the territory of the United Nations settlement.

It seems self evident that a greater part of the personnel of the United Nations, national delegations and specialized agencies will be most probably inclined towards choosing to live in multi-apartment blocks.

As far as the servicing personnel of the settlement is concerned, here again one may expect to no lesser extent the tendency to prefer habitation in multi-apartment houses.

Naturally the multi-apartment houses must be of a high-quality type, that means they must be provided with all types of modern conveniences (central heating, gas, frigidaires, garbage removal, telephone, radio installation, elevators and escalators, provision for the care of children, dispensaries, food, and other shops, post and telegraph, playgrounds for children, sports playgrounds, garages, laundries, cafeterias, restaurant, etc.).

The possibility of subsidies to be given by the United Nations to its personnel to cover the high rent for housing appears to me doubtful.

Having taken as basis of our calculation that seventy-five per cent of the settlement population will prefer, for the above-cited reasons, to settle in modern multi-apartment blocks and that twenty-five per cent of the population will be in a position to live in houses of an individual type, the population density figures per net acre will be as follows:

(*a*) *The area of multi-apartment houses.*

Assuming for the buildings the moderate height of fifteen stories, out of which twelve stories are taken by apartments and three stories and a basement left for auxiliary establishments and shops, the population density of the settlement of such a type of development will amount to 165 people per net hectare or about sixty-five people per net acre.

NOTE 1: The representative of France, member of various academies of architecture, M. Le Corbusier, in his report attached to the Report of the Commission as Annex I, submits a practically analogous scheme. The difference comes into effect in a different use of the "constructed volume" which allows to reach densities close to 400 inhabitants per net hectare (160 per net acre) which as a consequence either frees a considerable amount of ground around the dwellings or diminishes considerably the surface of occupied ground and therefore allows easier means of communications. (For reference: the average density of Manhattan Island is approximately 400 people per net acre or 1,000 per net hectare.)

NOTE 2: The planning scheme for the area of multi-apartment houses taken by me provides for each house a green space of more than four hectares or ten acres.

(*b*) *The area of houses of individual type.*

Having taken 700 square metres, or approximately 7,000 square feet, as the area for a house of an individual type and the figure of five as the number of members of a family living in such a house, the population density per net hectare will amount to seventy-five people or thirty people per net acre.

NOTE: A house of the individual type covers an area of up to 200 square metres, or 2,000 square feet, has two stories, an attic and a basement.

Having taken for calculation purposes 27,000 people as the population of the United Nations settlement and an area increase of fifty per cent for its future expansion and also bearing in mind the considerations mentioned above, we shall have:

The population of districts with multi-apartment houses:

$$0.75 \text{ by } 27{,}000 = 20{,}250 \text{ people}$$

The population of districts with individual two-story houses:

$$0.25 \text{ by } 27{,}000 = 6{,}750 \text{ people}$$

The area of districts with multi-apartment houses:

$$\frac{20{,}250}{65} = 310 \text{ acres}$$

The area of districts with individual houses:

$$\frac{6{,}750}{30} = 225 \text{ acres}$$

Total of living area	535 acres
Roads and streets within the United Nations settlement: $\frac{1.5 \text{ by } 27{,}000}{100} =$	405 acres
Shops and business premises: 0.5 by 2.58 by 27 by 2 =	130 acres
Hotels	50 acres
Public area: $\frac{1.12 \text{ by } 27{,}000}{100} =$	300 acres

*Parks within the settlement:**

0.5 square mile =	320 acres
Total	1,740 acres
	or 2.75 square miles

**Note:* Parks outside the settlement will amount in case of the 10G Site to approximately an additional three square miles.

Having accepted fifty per cent for expansion, the resulting total required area for a settlement of the United Nations will amount to 2,610 *acres* or 4.1 *miles*.

The necessary building area:

For the official buildings	2 square miles
For the settlement	4.1 square miles
Total	6.1 square miles

Including about sixty-five per cent – i.e., 3.9 square miles – for an external and internal protection belt and plots of land with topography unsuitable (or difficult) for building, and also areas with some limitations in respect to building heights near Westchester County Airport, the total area will amount to approximately ten square miles.

It will not be difficult to prove that such a size of a site possesses also additional expansion possibilities as all the standards taken as a basis of the calculation are exceptionally liberal.

N. D. Bassov,
Engineer Constructor

Representative of the Union of Soviet Socialist Republics.


BOUNDARY LEGEND
SITE IOG
KING
STREET
BYRAM
RIVER
A
120
PORT CHESTER

ANNEX 17

Site 20

I. LOCATION, AREA AND ACCESSIBILITY OF SITE

Site 20 is in northern Westchester County, New York, sixty-four per cent in the Town of Yorktown and thirty-six per cent in the Town of Somers. (For an explanation of the word "town" see Annex 9, page 81. In the State of New York, a town is not necessarily urban in character.) Its area is 14.67 square miles. Adjacent to it lie 3.56 square miles of public lands and water areas, which need not be acquired but in effect bring its area up to 18.23 square miles. The site is forty-two miles north of Grand Central Station, New York City, seven miles east of Peekskill and nineteen miles north of White Plains.

The site may be reached from New York and from points to the north over the Taconic State Parkway and connecting parkways. It may be reached from Peekskill over the Bear Mountain Parkway, which is scheduled to be extended eastward as a throughway to give direct access to Ridgefield and New England points.

Truck access from New York City and intermediate points will be by means of Routes 9 and 129, and at a future time by proposed throughways.

Transit service for passengers in the direction of New York City and railroad freight service—during construction and afterwards—is afforded by the Putnam Division of the New York Central Railroad, which now crosses the site. The present steam line provides a slow service to Grand Central Station. This might be radically improved to put Amawalk within half an hour of White Plains and a little over one hour from Grand Central Station.

An alternative service is by the Lake Mahopac Branch of the Harlem Division. However, this track lies one mile outside the site, at its north-east corner.

A third possibility is to use buses to Harmon, eight miles away, transferring there to electric trains for Grand Central Station. At present, infrequent express trains make this run in about fifty minutes, and local trains in one and a quarter hours, affording together about hourly service throughout the day.

Shuttle air service, for example, to La Guardia, Idlewild or Newark air terminals and other local airports is provided from the present small Somers Airport, five miles east of the site. The runways of this field are 1,500 feet, 1,800 feet, and 2,300 feet long, in grass cover. Their extension is limited by the topography on all sides.

Another site for a much larger airfield, if needed, is afforded by a level area north of Yorktown Village. However, this site may be needed for official buildings, or might be deemed a detriment to them, if located nearby. The nearest large airports are the Westchester County Airport, sixteen airline miles south-east, and Danbury Airport, sixteen airline miles north-east.

II. BOUNDARY DELIMITATION AND PROTECTION

A. *Delimitation*

Starting at Mohansic Avenue (Route 132A) opposite the south end of Mohansic Lake; thence following the northern shore of the lake to the Taconic State Parkway; thence northward along the Taconic State Parkway to the Putnam County Line; thence easterly along said county line to Tomahawk Street (Route 118); thence southward along the west side of Tomahawk Street to a point approximately 150 feet north of the boundary line of the City of New York water supply lands; thence in a general easterly direction roughly parallel to and averaging 100 feet north of said water supply lands to a point approximately 100 feet east of their boundary at the eastern tip of Amawalk Reservoir; thence southerly to Lincolndale Road; thence south-westerly along the top of the line of hills just east of Amawalk Reservoir to the north boundary of the water supply lands along Muscoot River; thence westerly, including the privately owned lands lying between the dams at the south end of Amawalk Reservoir and along the boundary of water supply lands along Mill Brook to the Yorktown town line; thence westerly along a projected location of the cross county throughway to the starting point on Mohansic Avenue (Route 132A) opposite the south end of Mohansic Lake; but excluding all water supply lands of the City of New York.

B. *Protection*

Amawalk Reservoir furnishes boundary protection on the south-east, Mohansic Lake and Park for a short distance on the south-west. Taconic State Parkway affords partial protection on the west, and the projected Cross County Throughway would do so on the south. The area of these adjacent public lands, exclusive of the Cross County Throughway, is 3.56 square miles.

III. LIMITING CONDITIONS

A. *Topography*

The site occupies rolling country, with low ridges or hills, up to 300 feet high above their bases in its eastern portion, interspersed with small areas of swamp land and occasional small lakes, and is flanked by one large reservoir on its east side. Its elevation ranges from 200 to 800 feet above sea level.

B. *Geology*

In terms of geology, Site 20 is the most favourable of the five sites. Rock outcrops and areas with rock close to the surface are limited. Essentially, the entire area is well covered with overburden. Existing swampy tracts are not large and would yield to improvement by drainage. (See Annex 12, page 87.)

C. *Summary*

14.67 square miles: total area of site 20
10.2 square miles has slopes of ten per cent or less
1.9 square miles has slopes over ten per cent but not over fifteen per cent
2.57 square miles has slopes over fifteen per cent.

IV. FUNCTIONS WHICH MAY BE ACCOMMODATED

On the basis of the density of development adopted by the Commission for the purpose of space calculation, the area of this site is sufficient to accommodate the following:

1. Official buildings (including allowance for expansion up to fifty per cent).
2. Delegations not in official buildings area.
3. Hotels for delegates and staffs in temporary residence.
4. Residences for approximately 47,500 persons.
5. Shops, business premises and offices.
6. Public and semi-public facilities, including playgrounds and urban parks.
7. Streets to serve the preceding facilities.
8. A certain amount of land for border park, separation zones and some recreation (of types for which considerable space is involved, such as golf).

It should be noted that no allowance is included for expansion except for the official buildings (item 1). An expansion of the residential area is possible at the expense of some of the other functions accommodated.

V. ACCESSIBILITY TO EXTERNAL FACILITIES

Accessibility to external facilities by parkways and highways is good, but the extent and variety of housing, commercial services and cultural facilities within close range is limited. Recreation facilities are available at Croton Point Park, Blue Mountain Reservation, Lake Mahopac, Palisades Interstate Park, and Mohansic County Park.

VI. POTENTIALITIES OF SITE

A. *Existing conditions and adaptability for development*

Approximately three square miles of the site is wooded. Existing use of land ranges from farming to summer cottages, with abandoned land reverting to forest. There are no large areas intensively developed or occupied by expensive estates. Housing is either scattered along highways in a few small settlements or concentrated in several small colonies, most of them of a partially summer character. Sparkle Lake has about fifty-five dwellings. The community of Yorktown has about twelve dwellings, Jefferson Valley about eighty-five, Granite Springs about thirty-five, and Tomahawk about ten within the site.

Areas for recreation include two small lakes: Osceola, Sparkle, and several smaller ponds. In addition, on the borders of the site there are Amawalk Reservoir, Crom Pond, and Mohansic Lake, all of which are now part of the New York City water supply system.

About half of Mohansic Park, a county park, lies within the site.

The site contains no public schools or other public buildings, but does include three or four small churches.

The greatest concentration of land suitable for official buildings occurs in the south-west corner of the property, on both sides of State Route 132, but particularly east and north of it. This land occurs on the tops of rather gentle ridges running north-south, ranging from 500 feet to 600 feet elevation, separated by valleys containing minor water-courses. Depending on the type of layout eventually adopted, one or more of these ridges might be utilized, others reserved for expansion.

The buildings would be visible from one or more of the following major access roads (depending on location and height): Taconic State Parkway, Bear Mountain Parkway, Cross County Throughway (proposed), and Route 100.

B. *Facilities available*

Water is readily available, subject to agreement with the City of New York.

No sewerage facilities suitable for United Nations use are available. As the entire site occupies watersheds used for catchment of municipal water supplies, complete sewering of developed areas will be necessary, as would the removal of the effluent to a point beyond the watershed boundaries.

A transmission line crosses the west part of the site. (For its relocation see below, under VII, E.) A utility company now distributes electricity from a transforming station on this line at Millwood, six miles south of the site, where an ample supply for the headquarters district could be made available.

Gas could be piped from an enlarged plant now serving Ossining, Harmon, or Croton-on-Hudson, though at considerable expense due to rock likely to be encountered.

C. *Expansion possibilities*

Expansion outside the present site is possible south-west, including the north-east area of the adjoining site 10 occupying the part of Mohansic Park south-west of the Taconic State Parkway and adjacent land—2.97 square miles; also south-east into an area somewhat separated from the main site by Amawalk Reservoir but easily reached by highways around its ends, extending as far as highway route 139—2.94 square miles; making the area for the expanded site 20.58 square miles. Or, instead of adding the Mohansic Park Area, a larger area to the south-east extending as far as highway route 100 can be added—4.63 square miles; making the area for the expanded site 19.30 square miles.

VII. DISRUPTIONS

A. *Population*

The towns of Somers and Yorktown, partially included within the site, have grown rapidly in recent years, but are still sparsely populated except for certain suburban villages or summer colonies. The following tabulation indicates the over-all growth of these towns during the twenty years prior to 1940.

	Population		
	1920	1930	1940
Town of Somers	1,117	1,514	2,406
Town of Yorktown	1,441	2,724	3,642
The two towns	2,558	4,238	6,048

The distinct lag in population growth, with the exception of the suburban villages or summer colonies mentioned, may be attributed largely to the present inadequacy of railroad service for daily commuting. Permanent residents are therefore mostly families obtaining their livelihood within or near the area. This circumstance suggests that the effects of residential dislocation caused by acquisition might be minimized by permitting many residents to remain. Summer residence is based mainly on the recreational lakes of the vicinity and has developed rapidly since the construction of the Saw Mill and Taconic State Parkways. Many of the summer residents are seasonal tenants only.

The current housing shortage has shifted somewhat the normal proportion between the two types of residents, as summer cottages have been converted to all-the-year-round use. This situation may be regarded as, in part at least, transitory.

Population now on the site is estimated as follows:

	Number of houses		
	All year	*Summer*	*Total*
In Somers	240	60	300
In Yorktown	300	100	400
On site	540	160	700

	Number of residents[1]		
	All year	*Summer*	*Total*
In Somers	960	240	1,200
In Yorktown	1,050	350	1,400
On site	2,010	590	2,600

[1] Estimated by town officials on the basis of four persons per house in Somers. Estimated by town officials on the basis of three and a half persons per house in Yorktown.

The 700 dwellings on the site include about one-fifth of the dwellings of Somers and about one-third of those of Yorktown or over one-fourth of the dwellings of both towns.

B. *Political units*

The site occupies about twenty-six per cent of Yorktown and fourteen per cent of Somers, and does not include the administrative centre of either town.

C. *Local government finance*

While the figures given in this section were not obtained in all cases from original sources, they are believed to be reasonably accurate. They are subject to detailed study and verification if this site should be selected.

In 1945 the total assessed value of taxable real property in the town of Yorktown was $11,495,647, of which approximately eighteen per cent was located within this site. County, special district, town and highway taxes in the total amount of $203,994 were levied. In addition, taxes were levied for four school districts located in whole or in part within the town. It has not been feasible in the time available to ascertain the exact amount of these taxes nor to determine the extent to which school and other special districts lie within this site.

The bonded indebtedness of the town and special districts in Yorktown, on 31 December 1945, totaled $318,413 and, on the same date, school district bonds of some $300,000 were outstanding.

In 1945 the total assessed value of taxable real property in the town of Somers was $7,262,097, of which approximately 13.5 per cent is within this site. The total county, town and special district taxes levied were approximately $167,000. In addition school taxes for one central school district wholly within the town were levied in the amount of $80,155.

The total of the town and special district bonds, outstanding on 31 December 1945, was $175,000, in addition to which school district bonds in the amount of $203,000 were outstanding.

D. *Schools and other institutions*

There is no public school or other public building on the site, but it does contain three or four small churches. One church, being directly on the street bounding the site on the north-east, might easily be left outside it.

E. *Utilities*

1. *Railroads and highways.*

The Putnam Division of the New York Central Railroad traverses the site. It now runs three trains on weekdays and one train on Sundays in each direction. If discontinued, only one station outside the site, Baldwin Place, would lose direct service to New York, as the next station, two miles beyond, and succeeding stations are served more expeditiously by the Harlem Division Lake Mahopac Branch. Freight service to Baldwin Place can be detoured via the Lake Mahopac Branch.

No important highway routes are disturbed. This site lies between four such routes: the Taconic State Parkway on the west, Route 100 east of its east boundary, United States Route 6 on its north-west, and the projected cross county throughway, slightly relocated, on its south.

Of the routes now traversing the site, United States Route 6, which crosses the extreme north-west corner, need not be disturbed, as the narrow strip of land on its north side would provide boundary protection and avoid partial severance of a narrow tongue of Yorktown and complete severance of a small area of Somers. Traffic on United States Route 202 might be re-routed between Peekskill and Danbury either to the south over the projected cross county throughway or to the north over Route 6. The only other traffic route of any consequence crossing the site, Route 118 running south from Baldwin Place, a milk collecting point, might be left in operation, as the only part of the site to its east is a narrow border park east of Amawalk Reservoir.

2. *Electric power.*

A 132,000-volt transmission line, owned by a utility company, crosses the west part of the site. It could be relocated, if necessary, at very considerable expense, either along the west boundary and entirely within the site or completely outside of it. Securing a right-of-way for an external location would probably be difficult.

F. *Other considerations*

If the part of Mohansic Park within the site is needed as part of the official buildings area, or otherwise removed from the county park system, that part of the park outside the site (south of Taconic State Parkway) might be enlarged to advantage south and west to provide to the county comparable facilities to replace those in the area lost.

VIII. PROPERTY APPRAISALS

The appraised fair market value of the property in Site 20, exclusive of parks, public and semi-public buildings and land, rights-of-way, and easements, on 21 August 1946, was estimated at $12,000,000 ($3,750,000 for land and $8,250,000 for buildings) (See Annex 7, page 71).

IX. ADVANTAGES AND DISADVANTAGES OF SITE

A. *Advantages*

Advantages of the site are its good topography and boundary protection, with a high proportion of usable land, and good geological and soil conditions. Its altitude is high in general, and particularly at the probable locations of intensive development. It lies outside the region of metropolitan engulfment, yet its highway connections are excellent and the rail connections potentially very good. Recreational facilities are ample within and close to the site and can be further augmented.

B. *Disadvantages*

Disadvantages are the presence of a transmission line, which might need to be moved, two highways traversing the edges of the site, which might remain; and possibly its distance from New York.

ANNEX 18

Site 40

I. LOCATION, AREA AND ACCESSIBILITY OF SITE

Site 40 is in northern Westchester County, New York, thirty-one per cent in the Town of Yorktown and sixty-nine per cent in the Town of Somers. (For an explanation of the word "town" see Annex 9, page 81. In the State of New York, a town is not necessarily urban in character.) Site 20 occupies its western part. The area of Site 40 is 31.37 square miles. Adjacent to it lie 8.97 square miles of public lands, which need not be acquired, but in effect bring its area up to 40.34 square miles. The site is forty-two miles north of Grand Central Station, New York City, seven miles east of Peekskill, and nineteen miles north of White Plains.

The site may be reached from New York and from points to the north over the Taconic State Parkway and connecting parkways. It may be reached from Peekskill over the Bear Mountain Parkway, which is scheduled to be extended eastward as a throughway (slightly relocated past Mohansic Lake) to give direct access to Ridgefield and New England points.

Truck access from New York City and intermediate points will be by means of Routes 9 and 129, and at a future time by proposed throughways. An alternative truck route is via Route 22 to Katonah and the projected Cross Country Throughway, thence to the site. Route 22 also leads from the north-east corner of the site to Brewster and points north and east.

Transit service for passengers in the direction of New York City and railroad freight service—during construction and afterwards—is afforded by the Putnam Division of the New York Central Railroad, which now crosses the site, passing just east of the probable centre of intensive building. The present steam line provides a slow service to Grand Central Station. This might be radically improved to put Amawalk within half an hour of White Plains and a little over one hour from Grand Central Station.

An alternative service may also be afforded by bus to Harmon, eight miles away, transferring to electric trains for Grand Central Station. At present, infrequent express trains make this trip in about fifty minutes, and local trains in one and a quarter hours, affording together about hourly service throughout the day.

Shuttle air service, for example, to La Guardia, Idlewild or Newark Airports, and other local flying is provided from the present small Somers Airport in the east part of the site. The runways of this field are 1,500 feet, 1,800 feet, and 2,300 feet long, in grass cover. Their extension is limited by the topography on all sides.

Another site for a much larger airfield, if needed, is afforded by a level area north of Yorktown Village. However, this site may be needed for official buildings, or might be deemed a detriment to them, if located nearby. The nearest large airports are the Westchester County Airport, sixteen airline miles south-east, and Danbury Airport, twelve airline miles east of the site's boundary.

II. BOUNDARY DELIMITATION AND PROTECTION

A. *Delimitation*

Starting at Mohansic Avenue (Route 132A) opposite the south end of Mohansic Lake; thence following the northern shore of the lake to the Taconic State Parkway; thence northward along the Taconic State Parkway to the Putnam County Line; thence eastward along said county line to the west boundary of the water supply lands owned by the City of New York along the west branch of the Croton River; thence generally southward and westward along said lands to Deans Bridge, along the west shore of Croton Reservoir to the Muscoot River, along the Muscoot River to Mill Brook, and along Mill Brook to the Yorktown town line; thence west along a projected location of the Cross County Throughway to the starting point on Mohansic Avenue (Route 132A); but excluding Amawalk Reservoir and all water supply lands of the City of New York.

B. *Protection*

Croton Reservoir provides boundary protection on the southeast and east, Mohansic Lake and Park for a short distance on the south-west. Taconic State Parkway affords partial protection on the west, and the projected cross county throughway would do so on the balance of the south-west border. The area of these adjacent public lands and waters, exclusive of the cross county throughway, is 8.97 square miles.

III. LIMITING CONDITIONS

A. *Topography*

The site occupies rolling country, occasionally rough in its eastern and north-eastern portions, with low ridges or hills up to 300 feet high above their bases, interspersed with small areas of swamp land and occasional small lakes, as well as one large reservoir. Its elevation ranges from 200 to 800 feet above sea level.

B. *Geology*

In terms of geology, Site 40 is a superior site. Its westerly portion, which is identical with Site 20, has few rock outcrops and areas with rock close to the surface, essentially the entire area being well covered with overburden. Existing swampy tracts are not large and would yield to improvement by drainage. The easterly portion is less favourable because of the larger numbers of rock outcrops and more rugged topography. It also contains a large number of patches of swampy grounds; and the quality of soil cover is more widely variable. (See Annex 12, page 87)

C. *Summary*

31.37 square miles: total area of Site 40

20.1 square miles has slopes of ten per cent or less

3.79 square miles has slopes of over ten per cent but not over fifteen per cent

7.48 square miles has slopes of over fifteen per cent.

IV. FUNCTIONS WHICH MAY BE ACCOMMODATED

On the basis of the density of development adopted by the Commission for purposes of space calculation, the area of this site is sufficient to accommodate all functions, including allowance for expansion of all functions up to fifty per cent, as follows:

1. Official buildings.
2. Delegations not in official buildings area.
3. Hotels for delegates and staffs in temporary residence.
4. Residences for entire community (50,000 plus future expansion).
5. Shops, business premises and offices.
6. Public and semi-public facilities, including playgrounds and urban parks.
7. Streets to serve the preceding facilities.
8. Adequate land for separation zones for recreation and for border parks wherever natural protection is lacking or parkway or throughway protection is insufficient.

V. ACCESSIBILITY TO EXTERNAL FACILITIES

Accessibility to external facilities by parkways and highways is good, but the extent and variety of housing, commercial services and cultural facilities within close range is limited. This is of less importance than in the case of the smaller sites. Recreation is available at Croton Point Park, Blue Mountain Reservation, Lake Mahopac, Palisades Interstate Park and Mohansic County Park.

VI. POTENTIALITIES OF THE SITE

A. *Existing conditions and adaptability for development*

Approximately seven and a half square miles of the site is wooded. Existing use of land ranges from farming to summer cottages and abandoned land reverting to forest. Intensive development exists in noteworthy quantity around four or five recreational lakes. There are a few country homes and estates, chiefly in the eastern half. Housing is either scattered along highways, in a few small villages or concentrated in several colonies, which are of a partially summer character. The largest of these colonies is Shenorock, with about 450 dwellings; Lincolndale has about 225 dwellings; Lake Purdy has about 90 dwellings; Amawalk Lake Heights has about 70 dwellings; and Sparkle Lake only about 55 dwellings. The community of Yorktown has about 12 dwellings, Jefferson Valley about 85, Granite Springs about 35, Tomahawk about 20, and Somers about 35.

Areas for recreation include five small lakes; Osceola, Sparkle, Shenorock, Lincolndale, Purdy, and several smaller ponds. Croton and Amawalk Reservoirs, Crom Pond, and Mohansic Lake, all of which are now part of the New York City water supply, and therefore not now available for recreation, will be within or adjacent to the site.

There is at present on the site, south of Somers village, one small golf club open to the public. About half of Mohansic Park, a county park, lies within the site.

The site contains one large public school and three sizable quasi-public institutions, as well as several small churches.

The greatest concentration of land suitable for official buildings occurs in the south-west corner of the property, on both sides of State Route 132, but particularly east and north of it. This land occurs on the tops of rather gentle ridges running north-south, ranging from 500 feet to 600 feet elevation, separated by valleys containing minor water-courses. Depending on the type of layout eventually adopted, one or more of these ridges might be utilized, others reserved for expansion.

The buildings would be visible from one or more of the following major access roads (depending on location and height); Taconic State Parkway; Bear Mountain Parkway; Cross County Throughway (proposed).

This location is sufficiently contiguous with other buildable areas to permit good contact with potential hotel, apartment and other intensively developed community areas, but is more remote from the eastern half of the site, which would probably contain a portion of the open residential development. More central locations for official buildings could be found on the hilltops on either side of the south end of Amawalk Reservoir; but buildable areas there are so limited as to be usable only for special, extremely condensed types of architectural development, without much chance for future expansion. Also, while these locations have the advantage of Amawalk Reservoir as a scenic foreground, they are not well exposed toward main roads approaching or skirting the area.

B. *Facilities available*

Water supply is readily available, subject to agreement with the City of New York.

No sewerage facilities suitable for United Nations use are available.

As the entire site occupies watersheds used for catchment of municipal water supplies, complete sewering of developed areas will be necessary as well as the removal of the effluent to a point beyond the watershed boundaries.

A transmission line crosses the west part of the site. For its suggested relocation see section VII E. A utility company now distributes electricity from a sub-station on this line at Millwood, six miles south of the site, where an ample supply could be made available to serve the headquarters district.

Gas could be piped from an enlarged plant now serving Ossining, Harmon, or Croton-on-Hudson, though at considerable expense due to rock likely to be encountered.

C. *Expansion possibilities*

Expansion outside the present site is possible northward into somewhat rougher topography in the adjacent portion of Putnam County.

Between Baldwin Place and the west branch of the Croton River, an improved boundary for the border park might follow Tea Kettle Spout Road and Union Valley Road to the head of Union Valley, thence skirting the south arm of Croton Falls Reservoir, thus adding one and a quarter square miles of low cost land in Putnam County to the site.

The site's size might also be increased by adding to it the north-east area of the adjoining Site 10, occupying a large part of Mohansic Park south-west of the Taconic State Parkway.

VII. DISRUPTIONS

A. *Population*

The two towns of Somers and Yorktown, partially included within the site, have grown rapidly in recent years, but are still sparsely populated except for certain suburban villages or summer colonies. The following tabulation indicates the over-all growth of these towns during the twenty years prior to 1940.

	Population		
	1920	1930	1940
Town of Somers	1,117	1,514	2,406
Town of Yorktown	1,441	2,724	3,642
The two towns	2,558	4,238	6,048

The distinct lag in population growth, with the exception of the suburban villages or summer colonies mentioned, may be attributed largely to the present inadequacy of railroad service for daily commuting. Permanent residents are for the most part families obtaining their livelihood within or near the area. The three institutions (Lincoln Hall Reformatory, Baptist Fresh Air Home, and Chester Crest) and the Somers Central School are major employers. This circumstance suggests that the effects of residential dislocation caused by acquisition might be minimized by permitting many residents to remain. Summer residence is based mainly on the recreational lakes of the vicinity and has developed rapidly since the construction of the Saw Mill and Taconic State Parkways. Many of the summer residents are seasonal tenants only.

The current housing shortage has shifted somewhat the normal proportion between the two types of residents as summer cottages have been converted to all-the-year-round use. This situation may be regarded as in part at least transitory.

Population now on the site is estimated by the Town Supervisors as follows:

	Number of houses		
	All year	*Summer*	*Total*
In Somers	760	600	1,360[1]
In Yorktown	300	100	400
On site	1,060	700	1,760

	Number of residents[2]		
	All year	*Summer*	*Total*
In Somers	3,040	2,400	5,440
In Yorktown	1,050	350	1,400
On site	4,090	2,750	6,840

[1] In Somers sub-divisions:

[2] Estimate by town officials based on four persons per house in Somers. Estimate by town officials based on three and a half persons per house in Yorktown.

	All year	*Summer*	*Total*
Lake Shenorock	125	375	500
Amawalk Lake Heights	25	45	70
Lake Lincolndale	185	40	225
	335	460	795

The 1,760 dwellings on the site include over fifteen-sixteenths of the dwellings of Somers, and about one-third of those of Yorktown, two-thirds of the dwellings of both towns.

B. *Political units*

The site occupies about twenty-six per cent of Yorktown, not including its principal village and administrative centre. It occupies sixty-four per cent of Somers, including its principal village and administrative centre.

C. *Local government finance*

While the figures given in this section were not obtained in all cases from original sources, they are believed to be reasonably accurate. They are subject to detailed study and verification if this site should be selected.

In 1945 the total assessed value of taxable real property in the Town of Yorktown was $11,495,647, of which approximately eighteen per cent was located within this site. County, special district, town and highway taxes in the total amount of $203,994 were levied. In addition, taxes were levied for four school districts located in whole or in part within the town. It has not been feasible in the time available to ascertain the exact amount of these taxes nor to determine the extent to which school and other special districts lie within this site.

The bonded indebtedness of the town and special districts in Yorktown, on 31 December 1945, totaled $318,413 and, on the same date, school district bonds of some $300,000 were outstanding.

In 1945 the total assessed value of taxable real property in the Town of Somers was $7,262,097, of which approximately seventy-nine per cent is within this site. The total county, town and special district taxes levied were approximately $167,000. In addition, school taxes for one central school district wholly within the town were levied in the amount of $80,155.

The total of the town and special district bonds outstanding on 31 December 1945, was $175,000, in addition to which school district bonds in the amount of $203,000 were outstanding.

D. *Schools and other institutions*

There are no public schools in the part of Yorktown within this site. In Somers the one modern public school might readily continue to serve residents of the region.

The principal institutions now within the site are the large Lincoln Hall (Catholic) Reformatory, at Lincolndale, the Baptist Fresh Air Home, south of Somers village, and Chester Crest further south on State Route 100.

Lincoln Hall (Catholic) Reformatory and Lincoln Agricultural School, occupying a total of approximately 617 acres, is an institution owned by the Archdiocese of New York. The buildings are in general of a high quality and of a permanent type.

The Baptist Fresh Air Home has a total area of forty acres.

Chester Crest New York Christian Home consists of 102 acres.

There are several churches on the site.

E. *Utilities*

1. *Railroads and highways*

Two branch railroads of the New York Central Railroad traverse the site. The Putnam Division now runs three trains weekdays and one train Sundays in each direction. If discontinued, only one station outside the site, Baldwin Place, would lose direct service to New York—as the next sta-

tion two miles beyond and succeeding stations are served more expeditiously by the Harlem Division Lake Mahopac Branch.

No major highway routes are disturbed. The site lies between four such routes—Taconic State Parkway on its west, Route 22 a short distance east of its east boundary, United States Route 6 on its north-west, and the projected cross county throughway, slightly relocated, on its south.

Of the routes now traversing the site, United States Route 6, which traverses the extreme north-west corner, need not be disturbed, as the narrow strip of land on its north side would provide boundary protection and avoid partial severance of a narrow portion of Yorktown and complete severance of a small area of Somers. Traffic on Route 202 might be re-routed between Peekskill and Danbury either to the south over the projected cross county throughway or to the north over Route 6. Route 100, the most important local route, might be diverted to the east, using the projected cross county throughway to just north of Katonah, thence using Route 22 to Croton Falls. Until the cross county throughway is built, United States Route 100 might be retained across the site. The only other traffic route of any consequence across the site, Route 118 running south from Baldwin Place, a milk collecting point, might be diverted west via Route 6 to the projected improved Lexington Avenue route south to the projected Hudson Throughway. From Mahopac an alternative to using Taconic State Parkway would be afforded by improving the highway to Croton Falls and using Route 22 thence south.

The Delaware aqueduct crosses beneath the north-east corner of the site.

2. *Electric power.*

A 132,000-volt transmission line, owned by a utility company, crosses the west part of the site. It could be relocated, if necessary, at very considerable expense, either along the west boundary and within the site or completely outside of it. Securing a right-of-way for an external location would probably be difficult.

F. *Other considerations*

If the part of Mohansic Park within the site is needed as part of the official buildings area or otherwise removed from the County park system, that part of the park outside the site (south of Taconic State Parkway) might be enlarged south and west to provide the county with comparable facilities to replace those in the area lost. The great majority of disruptions, particularly of population, railroad and institutions occur in the north-east quarter of the site. This area is likewise in large part the roughest portion.

VIII. PROPERTY APPRAISALS

The appraised fair market value of the property in Site 40, exclusive of parks, public and semi-public buildings and land, rights of way, and easements, on 21 August 1946, was estimated at $27,500,000 ($7,725,000 for land and $19,775,000 for buildings). (The land and buildings of Lincoln Hall Reformatory have been included in the above estimate at their present assessed value of $1,136,948, which is not necessarily their fair market value.) (See Annex 7, page 71).

IX. ADVANTAGES AND DISADVANTAGES OF SITE

A. *Advantages*

Advantages of the site are the favourable distribution of land suitable for building and other development and its good boundary protection. It lies outside the region of metropolitan growth, yet its highway connections are excellent and rail connections good and potentially very good. Recreational facilities are ample within and close to the site and can be further augmented.

B. *Disadvantages*

Disadvantages are the presence of two minor railroad lines, a transmission line and four highways traversing the site, some of which might be retained, others relocated or removed, and possibly its distance from New York (42 miles).

ANNEX 19

The Westchester County Airport

This airport was constructed in 1942 for war purposes. In 1944 it was transferred to Westchester County to operate on a commercial basis.

It is now a Class IV airport, capable of handling the four-engine commercial planes in current operation. On its three landing strips of from 4,200 to 5,000 feet in length, it accommodates both scheduled and non-scheduled commercial flights. Extension of one of the landing strips to 6,000 feet in length is planned.

The hangars and other facilities have not as yet been constructed, but plans for these facilities have been prepared and construction is scheduled for this year. Facilities for instrument flying are not yet available but are contemplated.

At the present time there are some thirty commercial landings per day, and an increase in this number of these landings can be expected. The airport is owned by Westchester County and operated on a concession basis by a private company.

The minimum standards of the Civil Aeronautics Authority for Class IV airports require both the abatement of existing hazards and the prevention of new hazards through establishment of airport approach and turning zones within a radius of two miles of the airport. The towns immediately adjacent to this airport are taking steps to comply with these requirements. The only surrounding land which is above the safety ceiling is in the State of Connecticut, at the rear of the location selected for the hangars and other facilities.

ANNEX 20

Possible sites for the future radio stations of the United Nations

GENERAL CONSIDERATIONS

The different services which a radio station of the United Nations will have to undertake may be summarized as follows:

(*a*) A regular broadcasting service of a world-wide character covering all the territories of the members of the United Nations. These broadcastings will be by voice as well as by morse signals for multiple address telegrams and eventually facsimile or other services.

(*b*) Special point to point services, for example between the permanent members of the Security Council or with headquarters and centres of international activities: conferences, commissions, etc. These contacts may also be radio telephonic as well as radio telegraphic.

(*c*) Relaying of outgoing or incoming broadcasts, a special form of point to point services.

GENERAL TECHNICAL CONSIDERATIONS

It is evident that a radio station which is equipped to execute these different services with maximum efficiency, must have considerable aerial equipment and considerable power.

A study of the azimuthal map of the world with New York as centre point will disclose that world-wide broadcasting does not have to be omnidirectional but may be concentrated in several sections:

(1) The European section extending from about 28 degrees to 72 degrees, covering about 50 degrees. This section covers also North Africa.

(2) The African section from 90 to 120 degrees, covering 30 degrees and including South Africa.

(3) The South and Central America section from 133 to 215 degrees covering 82 degrees.

(4) The Australian and New Zealand section from 240 to 270 degrees covering 30 degrees.

(5) The Asiatic section from 330 to 20 degrees covering 50 degrees.

In order to cover the areas mentioned, it will be necessary to use aerials with a wide radiating angle. However, in order to obtain a reasonable receiving field strength, the opening angle must be such that half of the field strength will be received at 15 degrees from the principal direction. This means an opening angle of about 30 degrees. An immediate consequence will be that sectors of more than 30 degrees will necessitate two sets of aerials partly overlapping each other, and for this reason to be worked on different wave-length in order to avoid fading.

Such will be the case for sectors 1, 3 and 5. Sectors 2 and 4 may be covered with one set of aerials. On this basis, a total of eight sets of aerials will be necessary.

In order to maintain a day and night service, each set of aerials must be able to radiate at least three different wave-lengths:

A night wave of about 35 to 40 metres
A day wave of about 16 to 19 metres
A twilight wave of about 19 to 23 metres

These sets of wave-lengths are moreover necessary to cover the eleven years periodical cycle in which day-night and twilight waves change.

Such equipment may be considered very special as few wireless stations in the world have similar facilities.

Eventually, aerials with a sharp directional radiation for the point to point services mentioned under (*b*) and (*c*) and some omnidirectional aerials for the coverage of the United States and Canada will have to be added.

As a minimum, a set of aerials will consist of two aerials. When so-called rhombic aerials are chosen which may be used for more than one wave-length, the day and the twilight wave may be effectuated on one rhombic and the night wave on the second. Other systems require for each wave-length one aerial, in other words, for each direction, one set of three aerials.

This brings the total number of aerials to a minimum of sixteen, a maximum of twenty-four, to which must then be added the sharply directional aerials for point to point surfaces and the omnidirectional aerials.

These aerial requirements are considerably more — 60 to 100 per cent — than those of ordinary short wave broadcasting stations, and therefore, a considerable area will be necessary to set up this aerial system conveniently.

Generally, an area of 0.09 to 0.19 square miles could be considered as sufficient. In the case of a United Nations station, however, it would be imprudent not to increase considerably these areas in order to avoid complications. Since aerials cannot be set side by side, because electrical coupling and distortion of the radiation pattern may result, a certain distance must be maintained.

Necessary area.

Taking into account these factors, it is estimated that an area of about 0.386 square miles (250 acres) may be considered sufficient for the transmitting station. For the receiving station, a certain safety belt of at least 325 yards around the area is necessary to protect the receiving aerials against disturbances from high tension lines, automobiles, electrical transit, etc., therefore, an area of one square mile is considered desirable.

Special conditions.

Besides this, some other conditions have to be fulfilled for the transmission station:

(*a*) Easy accessibility by road;

(*b*) Easy connection with electrical power supply system;

(*c*) Houses, towers, mountains, in general, every material object, to be situated under the ten degree angle with the horizon. In the path of the radiation pattern, no obstacles should be present, either for the transmitting or for the receiving station.

For the Receiving Station.

(*a*) The neighbourhood of airport or airfield is undesirable as well as the neighbourhood of air highways—from beacon to beacon—in order to avoid electrical disturbances from low flying airplanes. Minimum distance several miles.

(*b*) For the same reason, the neighbourhood of electrical railroads or tramways has to be avoided—minimum distance outside safety area about half a mile.

(*c*) Same condition as for the transmitting station.

Special conditions.

Finally, certain rules have to be respected in regard to the relative situation of the two sites. A minimum distance of 6 to 8 miles must be observed and it is very desirable to place the receiving station in one of the azimuthal sectors not covered by the transmitting station. This is more specially necessary in the case of the United Nations station where an all-round service must be maintained. For stations built exclusively for point to point services, modern technique has made it possible to decrease considerably the minimum distance of six to eight miles. However, the protections against mutual disturbances are complicated and not flexible and cannot be used for stations like those of the United Nations.

The situation of the receiving station in a silent sector of transmitting station is, therefore, very desirable, facilitating the reception by minimizing direct disturbances from the transmitting station.

In the special case of the United Nations station —referring to the azimuthal map—these sectors would be from 70 to 90 degrees, from 120 to 135 degrees, from 215 to 242 degrees, and finally from 270 to 330 degrees. There is no doubt that the last sector, being the largest, offers the best protection. However, as will be seen later, it will be difficult topographically to place the receiving station in this sector.

Finally the receiving station must be situated within the so-called "skipping" distance of the transmitting station. This distance, meaning the distance over which the radio sky waves "skip" before being reflected back to earth, varies with the wave-length but is about 100 miles or more and therefore, this condition is not difficult to fulfil.

Direct disturbances from the transmitting station cannot be avoided even in the silent sectors. Although the energy is concentrated in beams, there remains always some radiation in the other directions and this random radiation will always be captured by the receiving station. If the field strength of these radiations is low, they are not considered as disturbances and are generally used for controlling or monitoring of the transmissions.

SUMMARY OF THE SURVEY OF POTENTIAL SITES

After a study of the detailed topographic maps of the sites chosen by the Headquarters Commission, it can be said that topographical conditions do not permit a site for the radio station within the sites. The Cortlandt, Yorktown and Somers sites are very rough and hilly. No flat space of the sizes desired can be found there. The Harrison sites are slightly better but still insufficient. The neighbourhood of the Westchester County airport is also very undesirable.

The topographic maps indicated outside these sites several possibilities in Fairfield County. These sites were earmarked and visited with the following results:

(1) In this section, the general survey showed that no sites would fulfil all the necessary conditions both topographically and electrically. Open flat country of good conductibility does not exist here, so that clearing of rather heavy wood and brush would be necessary. Only if there are imperative reasons, other than technical ones, for finding locations for the stations in Fairfield County, are the following more or less suitable sites retained.

Transmitting sites.

(*a*) Northwest of South Norwalk reservoir;
(*b*) West of Saugatuck reservoir;
(*c*) Around Trap Fall reservoir.

Receiving sites.

(*a*) West of Saugatuck reservoir;
(*b*) Around Trap Fall reservoir.

(2) A general survey of Long Island showed clearly that the conditions there are so considerably better both topographically and electrically, that these sites are definitely to be preferred to the Fairfield sites.

In general, one may say that Long Island offers, by its flat parts of great extension, an ideal terrain for radio stations. It is not without good reason that nearly all the important long distance short wave stations of the different American radio carriers have been placed on Long Island.

These sites may be summarized as follows:

Transmitting sites.

(*a*) In the zone around Hicksville at the north and south side of the town of Hicksville
(*b*) In the Brentwood zone, west and south of the town of Brentwood
(*c*) East of Central Islip and east of Patchogue
(*d*) In the Rockypoint zone, east and southeast of the town of Rockypoint.

Receiving sites.

(*a*) In the Riverhead zone, north and south of Riverhead
(*b*) East of Patchogue
(*c*) In the Freeport zone around the town of Freeport.

This report can only be considered as a preliminary study, which, in case the United Nations decides to erect a radio station, may serve as a basis for further studies.

A detailed study of the whole problem will only be possible when the final project of the station in question has been worked out.

ANNEX 21

Basic legal conceptions and assumptions

I.

The basic documents examined in the preparation of this annex are:

(*a*) The United Nations Charter (hereafter referred to as the "Charter") and, in particular, Articles 104 and 105;

(*b*) The Convention on Privileges and Immunities of the United Nations adopted by the General Assembly on 13 February 1946, (hereafter referred to as the "General Convention");

(*c*) The draft of 20 June 1946, of the Convention between the United Nations and the United States of America, relative to the acquisition in the United States of the territory necessary for the establishment of the headquarters of the United Nations (hereafter referred to as the "Draft Convention");

(*d*) The International Organizations Immunities Act passed by the Congress of the United States and approved on 29 December 1945 (hereafter referred to as "Immunities Act");

(*e*) Executive Order 9695 signed by the President of the United States on 19 February 1946, extending the provisions of the Immunities Act to, *inter alia,* the United Nations;

(*f*) Chapter X of the Report by the Executive Committee and in particular, section 2 thereof;

(*g*) Chapter X of the Report of the Preparatory Commission of the United Nations, being the section of that report dealing with the permanent headquarters of the United Nations;

(*h*) The report of the Permanent Headquarters Committee, dated 14 February 1946, setting forth, *inter alia,* the terms of reference of the Headquarters Commission.

The above-mentioned instruments and documents are assumed to be all of those directly connected with the legal basis for the establishment of the headquarters of the United Nations. For present purposes, it is assumed that the "General Convention" will eventually enter into effect substantially as presently drafted but that the Draft Convention is subject to further review and revision in the light of the findings and recommendations of the Headquarters Commission of the final decisions of the Assembly.

II.

The legal capacity of the United Nations to acquire and hold title to such territory as may be reasonably required for its headquarters would appear to be beyond question. It is implicit in the provision of Article 104 of the Charter which declares:

> "The Organization shall enjoy in the territory of each of its Members such legal capacity as may be necessary for the exercise of its functions and the fulfilment of its purposes."

It is expressly provided in section I of the General Convention that:

> "The United Nations shall possess juridical personality. It shall have the capacity:
> (*a*) To contract;
> (*b*) To acquire and dispose of immovable and movable property;
> (*c*) To institute legal proceedings."

This is confirmed, in so far the Government of the United States is concerned, in substantially the same language in section 2 (*a*) of the Immunities Act.

In view of these express provisions it is not deemed necessary for present purposes to enter into a detailed examination of the precise nature of the personality and capacities of the United Nations which is essentially a novel legal concept.

These questions may, however, become important in connection with the examination of the possibility of the United Nations entering into binding agreements with state and local authorities who are prohibited under the constitution of the United States from entering into agreements with foreign governments or their representatives without the consent of the Congress. It would not appear to be necessary to decide whether the United Nations is a foreign power within this prohibition as it is believed that this consent will be given to the extent necessary.

III.

The immunities and privileges enjoyed by the United Nations as such and by the Members of the delegations of the respective Member Governments, its officials and employees, are set forth in detail in the "General Convention." They are confirmed, in so far as the Government of the United States is concerned, in substantially similar language in the "Immunities Act."

Section 2 of the General Convention provides for immunity for the property and assets of the United Nations from legal process except to the extent that this immunity is waived in a particular case. Such a waiver shall not, however, extend to any measure of execution; i.e., the enforced satisfaction of any award or judgment. (It is noted that this limitation is not contained in the corresponding section—[section 2 (*b*)]—of the Immunities Act.)

Section 3 of the General Convention provides for the inviolability of the premises of the United Nations and for the immunity of its property and assets from search, requisition, confiscation, expropriation and any other form of interference. (Compare section 2 (*c*) of the Immunities Act.)

Section 7 of the General Convention provides for exemption from:

(*a*) Direct taxes, other than "taxes which are, in fact, no more than charges for public utility services" (*services d'utilité publique*);

(*b*) "Customs duties and prohibitions and restrictions on imports and exports in respect of articles imported or exported by the United Nations for its official use" and "with respect to its publications."

Sections 8 and 10 of the General Convention provide for freedom of communications in all forms "not less favourable than those accorded to Governments."

On the negative side, it is provided in section 8 of the Immunities Convention that the United Nations will not "claim exemption from excise duties and sales taxes which form a part of the price to be paid" but that Member Governments shall, whenever possible, arrange to remit the duties or taxes paid on "important purchases for official use."

(The exemptions in this connection granted by section 2 (*d*) and section 4 of the Immunities Act would appear to be somewhat broader than those required under the Convention.)

For present purposes, the personal immunities and privileges assured to members of delegations, officials and experts of the United Nations under the General Convention would appear to be only of indirect interest. In general, they are substantially similar to those customarily granted to diplomatic envoys of Governments with certain limitations, as follows:

(*a*) Section 11(*g*) expressly provides that representatives of Member Governments "shall have no right to claim exemption from customs duties on goods imported (otherwise than as part of their personal baggage) or from excise duties or sales taxes." (It is to be noted, however, that under section 27 of the Draft Convention full diplomatic privileges and immunities would be granted to representatives of Member Governments while in the territory of the United States.)

(*b*) By implication, a further limitation would appear to be imposed in the case of officials and experts of the United Nations as the express exemptions are limited to "their furniture and effects at the time of first taking up their post," in the case of officials [section 18 (*g*)], and to personal baggage, in the case of experts [section 22 (*f*)]. In the cases of the Secretary-General and all Assistant Secretaries-General, section 19 expressly assures "the privileges and immunities, exemptions and facilities accorded to diplomatic envoys, in accordance with international law" which, no doubt, assures to them the right to import articles or goods for their personal use free of customs duties.

(*c*) In respect to all these personal immunities and privileges, it is expressly provided in all cases that they are granted in the interest of the United Nations, and not for the personal benefit of the individuals and that the individuals or the Secretary-General shall waive the immunity where it would impede the cause of justice not to do so and the interest of the United Nations would not be prejudiced by so doing.

IV.

The Draft Convention contemplates the acquisition by the United Nations of a "Headquarters District" and the establishment of a surrounding zone in which the property shall, in effect, be subject to be added, in whole or in part, to the headquarters district.

It is further contemplated that, by agreement with the "appropriate American authorities," the use "of the land in the vicinity of the zone" will be protected.

Thus, in effect, four areas are envisaged:

1. The land to which title is initially taken (section 3);
2. A further defined zone under option, all or any part of which may be added to the initially acquired land;
3. Additional land beyond this zone, if and to the extent needed, for an airport or radio facilities (section 9);
4. A protective or control area of undefined extent beyond the zone. (Section 31.)

All land acquired, whether initially or subsequently, would (in the absence of contrary agreement in the case of the airport and site of the radio facilities) be considered a part of the headquarters district.

To relate the provisions of the Draft Convention to the terms used by the Headquarters Commission, it is assumed that the official buildings area and the community area and a narrow border park would be within what the Draft Convention describes as the "HEADQUARTERS DISTRICT." The zone over which an option is contemplated by the Convention might partially overlap with the border park and control area. It is assumed that these provisions of the Draft Convention will be reviewed in the light of the recommendations of the Headquarters Commission and the final decisions of the General Assembly.

The United Nations is obligated under the Convention to pay the United States its actual cost of the land conveyed (or an agreed price in the case of land already owned by the United States). The method of payment is left to supplementary agreement which may contemplate the granting of certain delays. This point is not, however, clarified by the Convention. (Section 5.)

To the cost of the land actually acquired may be added equitable compensation for the cost to the United States of acquiring the option over the balance of the zone, if it is determined that the landowners concerned are entitled to compensation under the United States Constitution. (Section 5.)

This and other provisions of the Draft Convention in its present form— in particular, those under which the United Nations would exercise at least limited political jurisdiction over the district — raise a number of delicate questions of American constitutional law. While these questions are primarily the concern of the United States Government, the United Nations cannot be wholly indifferent to their existence. The Commission has been advised that to give full effect to the provisions of the Draft Convention, action on the part of both Federal and State Governments will be desirable.

The suggestion of the creation of an option over the land within the zone which is not immediately acquired by the United Nations as contemplated by the present provisions of section 3 of the Draft Convention, has met with marked opposition on the part of the local population, as well as on the part of the official representatives of the State of New York appointed by the Governor to act in liaison with the United Nations. Moreover, the Commission has been advised that the question of compensation to the owners of land concerned might be the subject of uncertainty and provocative of litigation. The granting to the United Nations of an option on the land of these owners of indefinite duration and exercisable at any time might well be claimed to be beyond the powers of

either the Federal or State Governments, and the assessment of the damages suffered by the land owners would present great practical difficulties.

The provisions of sections 30 and 31 of the Draft Convention appear to contemplate direct negotiations and agreement between the United Nations and the local American governmental authorities with respect to:

(*a*) The furnishing of public utilities and services, if and to the extent they are requested by the Secretary-General and it lies within the power of the local authorities to do so;

(*b*) Measures to protect the amenities and use of the land within the optional portion of the zone and of the land in the vicinity of the zone.

While under section 40 of the Convention the United States Government would undertake ultimate responsibility for the fulfilment of the obligations imposed on the local American authorities by the Convention, it is anticipated that difficulty may be encountered in the practical application of the provisions just referred to above. (See Annex 22, p. 125)

In line with the pertinent provisions of the Immunities Convention, section 10 of the Draft Convention states that the headquarters district shall be inviolable. All United States authorities would be forbidden to enter without the consent of the Secretary-General and their legal process might extend to the headquarters district only under such conditions as he might approve. General control of and the right to prohibit or permit entry into the headquarters district would be granted to the United Nations. (Section 11.)

The United Nations would be given power to make regulations for the headquarters district. The only penalty provided for the violation of these regulations is expulsion from the headquarters district and those who violate them shall be subject to additional punishment only in accordance with the laws and regulations of the appropriate American authorities. (Section 16.)

Except as otherwise provided in the Draft Convention or in the Immunities Convention, the Federal, State and local laws of the United States would apply within the headquarters district as well as within the zone. The federal, state and local courts would have jurisdiction of acts or transactions within the headquarters district but would take into account the regulations enacted by the United Nations. (Sections 15 and 18.)

Section 37 of the Draft Convention prohibits the disposition of any land owned by the United Nations without the consent of the United States.

ANNEX 22

Possible means of control of the use of land in the vicinity of the Headquarters District

The use of and construction on land in urban, suburban and rural areas may, to a greater or lesser extent, be controlled by a number of means, the most important of which are:

(a) Building codes
(b) Health and sanitary laws and codes
(c) Fire laws and codes
(d) Licensing
(e) Community planning and official maps
(f) Zoning
(g) Sub-division control
(h) The common law doctrine of nuisance
(i) Dedication of land to public use as a park or recreation area
(j) Easements
(k) Restrictive covenants
(l) Outright ownership

The first seven of these measures are essentially and fundamentally an exercise of the police power: the power and duty inherent in sovereignty to make and enforce laws, rules and regulations for the safeguarding and protection of the health, safety, morals and general welfare of the community and its inhabitants.

The test of the validity of any control or restriction imposed under the police power is its reasonableness in relation to the conditions as they exist at the time. A control or restriction imposed today may be wholly reasonable under conditions existing today but may become unreasonable and arbitrary and, therefore, invalid under the changed conditions of the future.

In this and in the fact that, in the last analysis, the maintenance and enforcement of any restriction imposed under the police power is dependent upon the changeable will of the majority of those affected, lies the essential weakness of police power measures as means of control of the use of land in the vicinity of the headquarters district of the United Nations.

Assuming reasonable co-operation on the part of the State and local authorities, a degree of protection worthy of serious consideration can be secured by the application of the various measures of the police power enumerated above. It must be recognized, however, that these measures cannot be depended upon to give protection of a permanent nature.

Under the American form of Government the police power, in the sense under consideration, is vested in the States. To a large extent, however, it is actually exercised by subordinate political units under express or implied delegation of authority from the State. (For a brief review of the composition of these subordinate units in Westchester County see Annex 9, p. 81.)

Cities, towns and villages all enjoy, under State enabling acts, the right to adopt, enforce and change zoning maps and ordinances. Within the corporate limits of cities the power of the city is exclusive and once the villages have exercised their zoning powers their ordinances supersede those of the towns.

By special Act of the State Legislature, the County of Westchester has been given a special status with certain of the powers of a municipal corporation; e.g., the power to create supervising and planning boards and commissions.

While the county does not have zoning powers, its planning commission, acting in an advisory capacity, does exercise a certain influence on the towns, cities and villages in framing and enforcing their zoning ordinances.

1.

Building codes, health and sanitary and fire protection laws and codes may be dismissed, for present purposes, with brief comment. They are general codes of laws dealing with their respective subjects and laying down general rules as to material and methods which may be used in construction, methods of sewage and garbage disposal, fire protection and control rules and regulations, etc. They are, as a rule, of general application with minor variations to take into consideration the type and nature of development in a given community.

They are necessary and useful adjuncts to other measures of control but are not important as basic means of controlling the development of a community or area.

2.

The power to license a wide variety of industries, businesses and professions is of more importance for present purposes. This power is exercised by the local authorities and may be used to prevent the establishment of objectionable industries, commerce or professions in areas in which they might be permitted under the general zoning ordinances. The licensing power is thus a useful complement to the zoning power. Like all police powers, however, the power to license must be exercised reasonably and the courts will declare invalid any arbitrary use of the power.

3.

Community planning and zoning are two aspects of the same thing; the zoning power being used, together with other police powers, to put into effect and to enforce those parts of a community plan which relate to the use of private property once a plan has been worked out and adopted.

Zoning, as presently practised, is a relatively novel conception in law in the United States. It consists, essentially, in dividing the area within the jurisdiction of the zoning authority into districts and in laying down rules as to the use and height of buildings, the use of land, the required size of lots and the proportion of a lot which may be built upon.

In the early development of zoning, restrictions on the use of land, as distinguished from the size, height and volume of buildings, were often declared by the courts to be unreasonable and invalid. The right to zone land as to its use is, however, generally accepted today, and has been declared constitutional by the United States Supreme Court.

Early attempts to give retroactive effect to zoning ordinances – that is, to require the removal or discontinuance of non-conforming buildings or land use – have, in general, been frowned on by the Courts. Such attempts were successful in the case of the City of Los Angeles which required brick-kilns to be removed from a district zoned for residence. The present almost universal practice, however, is to permit non-conforming buildings or land uses, which existed prior to the adoption of the zoning ordinances, to continue for at least a period sufficiently long to permit amortisation of the investment.

Likewise, early attempts to view zoning as an exercise of the power of eminent domain and to require compensation to be paid to property owners whose land or buildings were restricted, have been abandoned. The present view is that zoning is an exercise of the police power which, if reasonably exercised, does not result in the taking of any rights for which compensation must be paid. If the regulations so restrict the use of an owner's property as to amount, in his particular case, to a partial confiscation of his property, he will either be granted an exception or the regulations will be declared invalid.

The zoning laws universally provide for some manner of appeal. Generally, in Westchester County appeals may be taken to a board of appeals set up under the law and may then be taken to the courts.

The functions of such boards of appeals is to pass upon and to grant or deny variances in particular cases—cases in which the application of an ordinance would, because of peculiar and particular circumstances, prevent an owner from making any reasonable use of his land. A typical example is the case where part of an owner's land has been condemned for a street or highway in a residential district leaving him insufficient land to build a house if he is required to observe the front and rear-yard requirements of the zoning ordinance. An exception will normally be granted in such a case.

Appeal boards do not have legislative authority or power to change zoning regulations but merely to grant specific variances.

Appeal based on the invalidity of the ordinances or regulations as a whole always lies directly to the courts.

The basic tests of any zoning ordinance or regulation are that:

(*a*) It must be substantially related to the community health, safety, morals and general welfare;

(*b*) It must be general and not discriminatory; and

(*c*) It must be reasonable under all the surrounding circumstances, not only as they existed at the time the ordinance was passed but also as they exist at the time the ordinance is tested or at the time application for modification or exemption is made.

It is therefore possible to state what can and what cannot be accomplished by zoning only in relation to and in the light of conditions, present or future, in the area in question.

It would be unreasonable and arbitrary to draw a line at the edge of an industrial district and decree that beyond that line only single family dwellings on one, two or four acre plots could be built. Such a regulation would, undoubtedly, also be declared invalid if applied to an area immediately adjacent to land on which multi-family dwellings already exist or were to be permitted in the future.

Sparsely populated rural areas have been so restricted and might even be restricted to agricultural use. Such restrictions might be maintained by common consent as long as the surrounding areas were similar in character. It is most doubtful, however, that such restrictions would be sustained by the courts after the surrounding areas had become more thickly populated than the area subject to the restriction.

To illustrate: assuming that the headquarters district, including the community area, were located in the area just east of White Plains and north of Port Chester, it is quite possible that the local authorities might agree to restrict the immediate vicinity of the zone to provide for open development with single family houses on, say, one acre plots in the area north and east of the headquarters district. Assuming, however, that in the course of time the communities surrounding this zoned area grew up to it with a more intense development, the restrictions in the zoned area surrounding the district would no doubt then be modified or, if not, would be declared unreasonable and invalid.

Under these assumed circumstances it could hardly be shown that a requirement of one acre or larger plots in the zoned area was substantially related to the community health, safety, morals and general welfare if such a restriction were not required for the same reasons in the surrounding areas. The courts would, no doubt, hold that it was unreasonable to require the owners in the zoned area to bear the burden of maintaining an open development in order to protect the United Nations site. If open spaces were required for the health and well-being of these more populated areas they should be provided by parks, the cost of which would be borne by the community as a whole and not by the land owners in any particular area of the community.

Zoning regulations cannot be based on æsthetic considerations alone. A particular type of architecture or a particular colour of paint cannot be imposed or prohibited.

The foregoing description will serve to give a general view of the possibilities and limitations of the zoning power to protect the headquarters district by control of the areas in its vicinity.

This power cannot be used arbitrarily to arrest the normal development of one area for the benefit of another. At best it can serve to retard undesirable development and to promote desirable development. It cannot permanently isolate any area from the trend of development in adjacent areas.

Those exercising the zoning power today cannot bind those who will exercise it tomorrow. They cannot by contract, or otherwise, limit their own legislative authority or that of their successors. They and their successors are always subject to local economic and political pressures and influences.

The State, the fountain head and reservoir of all police power, could theoretically step in and, by special legislation, exercise the zoning power in the vicinity of the headquarters district. Such

a procedure might provide more stability and permanence in the control of the area as the State Legislature would be less sensitive to purely local pressures. It would, however, be a most unusual procedure for which there is believed to be no precedent in the State of New York. The practice of delegating the zoning power to the legislative bodies of subordinate governmental units is so well established and so universal that it is understood that State intervention in this field might lead to conflict with local authorities.

If this be so, the State might hesitate to intervene without the consent of the local authorities, and it is doubtful, if it could be persuaded to do so, that the overall effect would be beneficial. Moreover, the zoning power, whether exercised by the State or by local governmental units, must be reasonably exercised. It cannot be used to isolate a given area or hold its development static. Where this is desirable and in the general interests of the community it should be done by some form of dedication of the land to public use.

It is thus obvious that community planning and zoning cannot be relied upon to give permanent protection to the headquarters district by control of the land in its vicinity. If this control is to be permanent and is to be relied upon despite changing conditions, other measures must be found.

4.

Subdivision control in Westchester County.

In order to ensure that additional land brought into development for residential or other purposes is laid out so as to best promote the future growth of the municipality, the local governing body may empower the planning board to approve all subdivisions of land showing new streets or highways. Before acting upon any proposed new subdivision the planning board must hold a public hearing. It may then approve, modify and approve, or disapprove such subdivisions. Unless a planning board acts within forty-five days from the time the subdivision is submitted for approval, the subdivision plan shall be deemed to have been approved.

No plan of a subdivision of land showing a new street or highway may be officially filed or recorded until it has been so approved by a planning board, unless the municipality has not delegated its subdivision control power to the planning board, or has no planning board at all.

Before approving such a subdivision plan, planning boards must require that the streets and highways be of sufficient width and suitable grade and shall be suitably located to accommodate prospective traffic, to afford adequate light and air, to facilitate fire protection, and to provide access of fire-fighting equipment to buildings. If the municipality has a master plan, or an official map the new subdivision plan must conform to the official map and be properly related to the proposals shown on the master plan. Where a zoning ordinance is in effect lots in the new subdivision must meet the requirements of such ordinance. When required by the planning board the subdivision plan shall also show a park or parks suitably located for playground or other recreational purposes.

A subdivision control ordinance may also require that all land shown to be developed for habitation shall be of such a character that it can be used safely for building purposes without danger to health or peril from fire, flood or other menace.

An important requirement usually included is that all streets and other public places shown on the subdivision plan shall be suitably graded and paved and that street signs, sidewalks, street lighting standards, curbs, gutters, street trees, water mains, sanitary sewers and storm drains or combined sewers shall be installed all in accordance with standards acceptable to the appropriate municipal department. An alternative is the posting of a performance bond by the owner sufficient to cover the full cost of these improvements as estimated by the appropriate municipal department. However, the planning board may waive, subject to appropriate conditions, the provision of any or all of the improvements and requirements if, in its judgment of the special circumstances of a particular piece of land, they are not required in the interest of the community.

All streets shown on such subdivision plan which are filed and officially recorded are deemed to be private streets until such time as they have been formally offered to the public and accepted as a public street by action of the municipality's governing body, or until they have been condemned by the municipality for use as public streets.

The county planning commission has no powers of subdivision control. Of the four towns, parts of which lie within one or more of the proposed headquarters sites, the towns of Harrison and Yorktown have planning boards and zoning and subdivision control ordinances. The town of Somers has been zoned but has no planning board. The town of Cortlandt has, to date, provided for none of these controls.

5.

The common law doctrine of nuisance is mentioned merely in passing and for the sake of completeness. Under it the maintenance of a glue factory or fish oil extraction plant or the extensive production of pigs or chickens in the immediate vicinity of the headquarters district – particularly on the side of the prevailing winds – might be prevented. The future establishment of such nuisances would normally be prevented under the zoning ordinances.

6.

The dedication of land to public use on the borders of the headquarters district offers possibilities, provided the co-operation of the appropriate authority can be obtained. It is difficult to imagine a better protective use of land than a well ordered recreational area or reservation. The cost of acquiring the land might be shared with the appropriate authorities of the United States in exchange for which an option on the land or on a part of it might be granted to the United Nations. This would serve the double purpose of protecting the initial headquarters site and of providing an area for further expansion if and when needed. Such a reservation might be substituted for the optional zone contemplated by the present provisions of the Draft Convention with the United States.

The feasibility of creating such a reservation in

Westchester County is, no doubt, limited. However, excellent partial protection in the case of Site 10 is already provided by Mohansic Park on the one hand and by Blue Mountain Reservation on the other. The possibility of extending these reserved areas if this site is chosen or of securing similar protection if another site is selected would appear to be worthy of examination and might well provide at least a partial solution of the problem.

7.

Easements and restrictive covenants are merely degrees of outright ownership, an easement may be either positive or negative, active or passive. It might be a positive right of passage across land lying between two sections of the headquarters district or two points within it or the negative right to enjoy an unobstructed view over the land of another. On the other hand, an easement may be so broad as to amount to virtual ownership of the land giving the right to build upon it or to prevent others from doing so. The term has sometimes been used as an euphonious equivalent of outright ownership for the purpose, for example, of securing a site for a lighthouse; the thought being, perhaps, that a jury would grant the owner lower compensation if the Government took only an easement rather than full title. The result, however, is much the same.

Depending largely upon the location of the site chosen and the present use of the land in its vicinity, the securing of restrictive covenants on the adjacent land offers a means of securing permanent control of the use of the land in the vicinity of the site at a more or less nominal cost compared with that of acquisition of full title.

A restrictive covenant is a contract restricting the use of land and is normally incorporated into the deed or other title papers or registered with them in such a manner as to cause the covenant to "run with the land" and bind any subsequent owner thereof.

In open areas where the land is held in large estates or in large parcels with a view to ultimate open development, it is quite possible that the owners could be persuaded to grant satisfactory covenants restricting the character and density of development for only nominal compensation. The present desire of the owners is to assure that the land and countryside retain their present character and the great majority would undoubtedly co-operate in any plan which would assure this. In some cases it would, undoubtedly, be necessary to pay a more or less substantial amount to secure such covenants but the overall cost would unquestionably be a fraction of that of outright acquisition.

It is assumed that the United Nations would bear the cost of any easements or restrictive covenants on land beyond the headquarters district but the Federal, State, or local authorities might co-operate in securing them at a reasonable cost, using the threat of condemnation if necessary.

In the event the measures just suggested proved to be inadequate they might be supplemented in specific cases or as a general measure by purchasing the land and by then granting leases to the present owners or to others. Such leases might be sufficiently long to assure to the lessee the practical benefits of ownership but could restrict the use of the land in the manner desired.

The leases might be granted on a yearly ground rent or for a lump sum for the entire term. In the latter case it might be possible to recover immediately a large portion of the cost of acquiring the land and yet retain the ultimate benefit of future increases in value.

Here again it is assumed that the United Nations would bear the cost of acquiring the land but that the Authorities of the United States would lend their help by condemning it if necessary.

The various measures discussed above offer a wide variety of means by which the use of the land adjacent to the United Nations Headquarters might be controlled. The precise means or combination of means which should be used will depend greatly upon and vary with the location of the headquarters site. Definite decisions would have to be based upon detailed studies of the possibilities in the area in question.

As indicated above, the exercise of the normal means of control under the police power in the State of New York has been delegated to the towns and incorporated cities and villages under, in the case of Westchester County, the general supervision of the County. The problems of the control of development in the areas surrounding the proposed headquarters sites were discussed at meetings of the appropriate officials of Westchester County and of the towns, cities, and villages in the areas of Westchester, Fairfield and Putnam Counties bordering on the proposed sites.

The discussions in these meetings evidenced a marked spirit of co-operation in meeting the problems which may arise. The suggestion that a regional plan should be worked out to assure coordinated and joint action amongst all the authorities involved in the region surrounding the site finally chosen met with favourable reaction. The officials present at these meetings, in general, expressed the feeling that such a plan should, in the first instance, be worked out on a voluntary basis, and that legislation giving it obligatory effect and giving State or County authorities supervisory control, should be resorted to only if voluntary action failed to produce satisfactory results.

While from the point of view of the United Nations something more definite in the way of control under state legislation might seem desirable, it is suggested that this problem should be viewed in the light of local custom. The tradition of local self-government in matters of planning and zoning is so strong and of such long standing as to render it questionable whether intervention by the state would be desirable in advance of proof that co-operation amongst and with the local authorities has failed and the intervention of superior authority is necessary.

At the present time, all of the areas adjacent to the proposed sites, with two exceptions, are zoned in a manner which would be generally satisfactory if the present ordinances were maintained in force. The exceptions are the towns of Cortlandt and North Salem. It is understood that zoning ordinances are in the process of adoption in both of these towns.

ANNEX 23

Suggested alternative methods for development and management of the Community Area

The purpose of this statement is to suggest certain alternative methods of developing and managing the community area, which might be worthy of more detailed exploration, and to call attention to certain legal problems in connection with them.

For these purposes, it is assumed that, in any event, the official buildings area will be acquired outright and all improvement of and construction in this area will be financed and carried out directly by the United Nations, but that the community area might be:

1. Owned by the United Nations and developed and managed by the United Nations with funds provided by it directly or secured otherwise; or
2. Owned by the United Nations but developed and managed by one or more others with funds provided by them but under agreements which would permit the United Nations to exercise essential control; or
3. Owned, developed and managed by a governmental autthority (Federal or State) or by another agency, public or private with funds provided by this authority or agency but under agreements assuring a use of the area satisfactory to the United Nations.

It is also assumed that the total United Nations community will consist eventually of some 50,000 persons including officials, permanent delegations, their families and secretarial, clerical and service personnel and their families.

Unless the headquarters district is located in close proximity to large urban agglomerations, it will be essential for the United Nations to provide or arrange for the provision of housing and essential complementary facilities for at least a large portion of this community. If the headquarters site is established in such an area the personnel and their families might conceivably, with the return to more normal conditions, find shelter in the surrounding communities. This might not prove to be a wholly satisfactory solution of the problem and the dense urban development of the surrounding areas might be found to be objectionable.

If the site is not located in an area of intense development, housing and the complementary facilities for the United Nations community must be provided.

It is suggested that, in either case, the United Nations cannot avoid assuming a certain definite responsibility for the international personnel and their social well-being. Arriving in a new country with conditions strange to them they will be in a difficult position in which advantage may easily be taken of them unless the United Nations makes adequate provision for their housing and welfare.

The alternative will be to rely upon such housing and facilities as may be provided outside the site by private initiative and enterprise. In this event, the international personnel will not only be at a disadvantage but economic pressure would be such that the protection of the amenities of the headquarters district and surrounding area (whether within or without the zone contemplated by the Draft Convention with the United States Government) will be extremely difficult, if not impossible.

It is suggested, therefore, that the United Nations should consider methods for the development and management of the community area in such a manner as to assure the accomplishment of its purposes and the protection of its amenities and those of the official buildings area itself.

The various alternatives which are suggested as worthy of exploration are:

I. MODES OF DEVELOPMENT

1. *Ownership and development by the United Nations itself with its own funds or with funds secured by it* raises no basic legal questions peculiar to this problem. Major practical problems would, however, be involved, including:

(*a*) The securing of the substantial amount of dollar exchange required which would presumably have to be obtained by proportional assessment of the Member Governments or by some other device;

(*b*) The very considerable and complex task of management and maintenance of the housing and complementary facilities and provision of local government and public services which would place a burden of major proportions on the Secretariat or necessitate the organization of a special body and staff within the Secretariat or attached to it.

The first solution which suggests itself is that the community area be financed, developed, and managed by the United Nations acting through the Secretariat.

If this alternative proves not to be feasible, it is suggested that the creation of a Community Area Commission enjoying more or less autonomous status and the broadest possible powers should be considered. Such a commission, acting as an instrumentality of the United Nations but enjoying an autonomous status and the capacity to hold title to the community area (if this was found to be possible and desirable) might provide a partial solution of the problem of financing the development of the area.

Upon this assumption, the feasibility of the following programme might be explored:

(*a*) Title to the land in the community area would be transferred to the Community Area Commission, the Members of which would act, in effect, as trustees for the United Nations.

(*b*) As funds were required, the Commission would borrow them, either from the United States Government or one of its instrumentalities, or by issuing and selling its bonds which would be guaranteed, as to

principal and interest, by the United Nations, and secured on the land and buildings of the community area.

(*c*) The Commission would then proceed to improve the area and construct the housing and complementary facilities under a plan approved by the United Nations and would rent and manage the housing under regulations similarly approved and subject to modification, from time to time, as conditions required.

(*d*) To the extent feasible, the Commission would arrange with the authorities of adjacent communities or with private enterprises, for the supplying of public services and utilities, paying therefor at agreed rates or by payments in lieu of taxes.

It is suggested that it would be essential to any such programme that the land itself and improvements upon it within the community area serve as the ultimate security for the bonds used to finance the development and that effective means of ultimate satisfaction of the bondholders' claims by the sale of the property be afforded.

This raises the fundamental questions as to whether or not

(*a*) the United Nations could confer upon its suggested instrumentality the legal capacity to hold title to and to dispose of real and personal property; and

(*b*) whether or not such an instrumentality of the United Nations (or the United Nations itself) could agree in advance to the sale of the land and buildings in the community area to the extent necessary to satisfy the claims of bondholders.

Section 2 of the Convention on the Privileges and Immunities of the United Nations provides:

> "The United Nations, its property and assets wherever located and by whomsoever held, shall enjoy immunity from every form of legal process except in so far as in any particular case it has expressly waived its immunity. It is, however, understood that no waiver of immunity shall extend to any measure of execution."

Section 29 of the same Convention provides:

> "The United Nations shall make provisions for appropriate modes of settlement of disputes arising out of contracts or other disputes of a private law character to which the United Nations is a party . . ."

The question is whether or not an agreement by the United Nations or its instrumentality that the land and buildings within the community area might be sold by a trustee acting on behalf of the United Nations as well as on behalf of the bondholders, in order to satisfy claims of the latter, would be a waiver of immunity extending to a "measure of execution" within the prohibition of the second sentence of Section 2 of the Convention.

There would appear to be no reasonable doubt that a Commission set up by the United Nations might have the legal capacity to hold title to and to dispose of real and personal property. There is no question as to the legal capacity of the United Nations itself in this respect. The concept of a body of individuals acting in unison or by a majority vote as the agents or trustees of a legally competent person or legal entity with the right of succession or substitution as to the individuals is so well established in Anglo-American law as to be beyond question.

A legal entity which exists only in contemplation of law can act only through agents duly empowered on its behalf. The powers which thus can be conferred are limited only by the limits of the power or capacity of the legal entity itself and by its will duly expressed in the prescribed forms.

Therefore, as the United Nations has the legal capacity to hold and to dispose of real and personal property, it is clear that, if it so desires, it can confer this power upon its duly authorized trustees unless it is prohibited by some regulation of its own making. No such regulation is known to exist and, if one did exist, it could be modified, repealed or suspended by the same process by which it was made.

With respect to the second question, there is perhaps room for difference of opinion.

The first problem which arises is whether or not the second sentence of Section 2 of the Immunities Convention is to be interpreted as a limitation upon the powers of the United Nations. It could certainly be argued that the correct interpretation of the two sentences of Section 2 of the Convention, read together, is that, while the consent of the United Nations to submit a particular matter to the jurisdiction of a given tribunal does not carry with it submission to the measures of execution of that tribunal for the carrying out or satisfaction of its award, nevertheless the United Nations may, if it so chooses, submit to such measures.

It is suggested, however, that for present purposes, it is not necessary to settle this question. The question is not if and to what extent the United Nations can submit to the jurisdiction of a foreign tribunal, but if there exist any such limitation upon the power of the United Nations to contract as would prevent it from agreeing that, in event of a default upon the bonds of its instrumentality, its land might be sold to the extent necessary to satisfy the bondholders' claims.

It is submitted that no such limitations exist. Given the capacity to acquire and to dispose of immovable and movable property under Section 1 of the Immunities Convention (and under Section 2a of the International Organizations Immunities Act) the United Nations can certainly contract that such property shall be disposed of on its behalf by another in the event of the happening of a specified event; i.e., default upon the bonds of its instrumentality.

This question of fact, if any doubt were to exist as to its existence, might be established under modes of procedure provided for under Section 29 of the Immunities Convention, i.e., by arbitration, judicial decision or otherwise.

It is to be noted that any question of the sale of the land in satisfaction of the claims of the bondholders would arise only if the United Nations had, in effect, ceased to exist as, only in such an event, would it default upon its guarantee of the bonds of its instrumentality.

In the event the carrying out of the suggested programme by a Commission proved to be too cumbersome or in the event the problem of effec-

tive waiver of its immunity proved to be a major obstacle, consideration might be given to the substituting of a corporation for the Commission.

It is also to be noted that Section 37 of the Convention between the United Nations and the United States, as presently drafted, provides that the United Nations shall not dispose of any of the land owned by it in the zone without the consent of the United States. This might require the consent of the United States to the suggested programme which undoubtedly would be granted readily.

2. *Under the second alternative, title to the land in the community area would be acquired by the United Nations and then leased,* in whole or in part, to one or more tenants for development and management in accordance with a master plan.

These tenants or developers might be large insurance companies or banks or syndicates of such institutions or corporations especially organized for the purpose. They would raise the funds required by private or public financing and would rent the housing and operate the community or communities constructed by them on conditions agreed in advance with the United Nations. These conditions might include preference rights in favour of officials and personnel of the United Nations, a limitation upon the profits of the operators, determination of rentals and other provisions deemed essential to assure the accomplishment of the purposes of the area.

The land leased to each of these operators might be developed as a separate community more or less self contained with each such community fitting into an overall plan for the community area as a whole. Each of these separate communities could, thus, be developed independently and additional communities brought into being as the United Nations community grew and the needs increased. This would limit the financial outlay at each stage and keep it within the limits of what could reasonably be expected that a privately or publicly financed corporation might provide.

It is suggested that in order to attract private capital to such a project it would be necessary

(*a*) To grant leases to the operators of sufficient length to assure reasonable time for the amortisation of their investment;

(*b*) To guarantee to the operators a minimum net return on their investment with, as a counterpart, the right on the part of the United Nations to participate in any return above an agreed percentage on the investment; and

(*c*) To grant to the operators the right to acquire or to dispose of the land and buildings within their respective areas to the extent necessary to reimburse them for the unamortised portion of their investment, in the event the district should cease to be used as the seat of the United Nations.

The agreements with the operators might provide that the United Nations could recapture all rights of the operators on an agreed basis of valuation at any time during the lease, if the arrangement proved to be unsatisfactory or the United Nations desired to do so for any reason.

It is suggested that this alternative presents certain definite advantages in addition to the reduction of the initial outlay on the part of the United Nations.

(*a*) The burden of dealing with local contractors, material suppliers and labour unions would be shifted from the United Nations to the operators.

(*b*) The burden of dealing with local authorities with respect to taxes, public services, utilities, etc. in connection with the community area would, to a large extent, similarly be shifted under the general control and approval of the United Nations.

(*c*) The local interests behind the operators and the holders of their bonds issued to finance the development would serve as useful allies in dealing with the local authorities for the protection of the amenities of the area in the vicinity of the community area.

(*d*) Most important of all, the very considerable and complex task of managing and maintaining the housing and complementary facilities would be shifted to the operators.

The problem of effective waiver of the immunity of the United Nations with respect to the land in question and the securing of the consent of the United States Government to the possible eventual disposition of the land would be involved, though to a lesser degree, under this alternative as well as under the first suggested above.

A variation of the alternative just discussed would be for the private enterprises, referred to as operators above, to provide the funds for the acquisition of the land as well as for the development and construction of the housing and complementary facilities within the community area.

It is assumed that under this arrangement the operators themselves would own the land as it is hardly to be expected that they would provide the funds for its acquisition and not require the title be conveyed to them. It is further assumed that the United Nations would first acquire the land through the United States Government and then, with the consent of the United States Government, convey it, or such parts of it as might be desired, to the operators.

While such an arrangement might offer many of the advantages of the programme just discussed, plus the advantage of further reducing the initial financial outlay of the United Nations, it would entail many practical disadvantages, the most important of which would be:

(*a*) The land in the community area, being owned by the operators, would not enjoy the privileges and immunities afforded to the headquarters district under the Convention with the United States and would not be under the direct protection of any other governmental authority or agency; and

(*b*) The United Nations would be deprived of the benefit of the increase in value of the land in the future.

(*c*) The financial interest of the operators would be in frequent conflict with the housing objectives of the United Nations.

3. *A third alternative — ownership and development of the community area within the selected site by a governmental authority, federal or state* — would present many advantages provided the Federal or State Governments could be persuaded to undertake the project.

Under this alternative it is assumed that only the official buildings area within the selected site would be acquired by the United Nations but that either the Federal or the State Government, acting in agreement with the United Nations, would declare a considerable area surrounding the official buildings area to be a national or state reservation, and would acquire title to the remainder of the site selected. This latter area might be divided into two zones, the United Nations community area and the outlying controlled area. The Federal or State Governments would create a special authority — on the pattern of the Tennessee Valley Authority or the Port of New York Authority — which would be charged with the development and protection of the two zones, in accordance with plans agreed upon with the United Nations, which would have representatives in the authority itself.

This authority would enjoy an autonomous status with the power to condemn land and to issue its own bonds, guaranteed by the Federal or State Governments, as the case might be.

The authority would control the use of the land in the outer protective zone with a view to protecting the community area and the official buildings area while, at the same time, disturbing the present owners and occupiers to the least possible extent. This might be done at a comparatively moderate cost by taking title to the land and then reconveying it to the present owners with restrictive covenants or by granting to them long term leases of 99 or even 999 years with restrictions as to the use of the land.

(It is suggested that, whatever the programme for development adopted, this device might be used to reduce substantially the cost of the original acquisition of an outer protective area. To at least a limited extent, a similar licensing arrangement might be used within the community area itself in the case of large houses, estates or highly developed land not required for the development of the desired housing and other facilities.)

This solution of the problem by the co-operation of the Federal or State Governments would present substantially all the advantages of the second alternative suggested above plus:

(*a*) A substantial reduction in the amount of land to be acquired outright by the United Nations, and, therefore, a reduction in the cost to it;

(*b*) A shifting of the problem of local government and public services; and

(*c*) A solution of the very difficult problem of control of the use of land in the areas in the vicinity of the official buildings area and community area.

The possibility of securing the co-operation of the Federal or State Governments along the lines suggested has not, in so far as is known, been explored.

II. MODES OF MANAGEMENT

The problem of management of the community area, as distinguished from the official buildings area, involves two major aspects:

(*a*) That of the maintenance and management of the buildings themselves including the innumerable problems which arise in the normal landlord and tenant relationship; and

(*b*) That of the broader task of providing local government and those services normally performed by the local government of a community: street maintenance, local police, street lighting, garbage removal, etc., etc.

The extent to which these problems will have to be met and their burdens borne directly by the United Nations will vary substantially with the mode adopted for the ownership and development of the land in the area.

If this were done by the United Nations itself with its own funds, once construction was completed, the task of management and maintenance of the buildings — the landlord and tenant aspect of the general problem — might be entrusted to private enterprises as concessionnaires under more or less long term contracts.

It is suggested that, while such an arrangement might be expedient, it must be borne in mind that the interests of the United Nations and of the concessionnaires would be virtually diametrically opposed. The interest and natural desire of the concessionnaire would be to secure the greatest possible return with the least possible expenditure.

While such an arrangement might produce satisfactory results under competitive conditions, such conditions would not exist and the concessionnaires would have a virtual monopoly within the community area. The clientele would have little choice but to accept the service offered or to leave the area, which would defeat its purpose.

The threat of cancellation of the concession could be held constantly over the heads of the concessionnaires but the definition of standards of service which the concessionnaires would be bound to maintain would be a very difficult matter and the subject of constant dispute.

While the concessionnaires would no doubt be interested in retaining their concessions, they would have little or no investment to protect and little or no interest in protecting the investment of the United Nations.

If the land in the community area were owned by United Nations but leased to others for development, the landlord and tenant aspect of the general problem would be shifted to the developers under the general contractual control of the United Nations. Many of the conflicting interests would remain, as well as the problem of providing satisfactory local government and the services normally rendered by such government.

Both aspects of the general problem would, to a large extent, be solved, so far as the United Nations is concerned, if they were assumed by an American governmental authority under a general agreement satisfactory to the United Nations.

It is suggested, however, that in any event, the United Nations cannot be wholly indifferent to the manner in which the two aspects of the gen-

eral problem are met. It is also suggested that, to the greatest extent possible, the desires of the residents of the community area should be followed and the responsibility for local development and local governmental services placed upon them.

In the normal community this is accomplished through the device of a municipal corporation. To cause the community area to be incorporated as a city or village under the appropriate law of the State of New York would, however, deprive those residents who were not American citizens of effective voice in the local government as only such citizens would be allowed to vote.

If the United Nations were to own the land in the community area it would appear to be feasible for the Secretary-General, under the powers granted him by Section 16 of the proposed Convention with the United States, to set up an *ad hoc* municipal corporation in which all the adult regular residents of the area, regardless of citizenship, might vote.

Under such an arrangement the primary responsibility for local government and for local governmental services would be given to the residents themselves, within basic limits and subject to an overriding control imposed and exercised by the Secretary-General. The standard of such services would be fixed by the normal democratic process of a majority vote of those affected or by their representatives elected by a majority vote. The cost could be pro-rated on the basis of the value of the premises occupied by each resident as in the case of local taxes in the normal municipality. The portion of these costs payable by each resident could be added to the basic rent paid for premises occupied and could be turned over to the authorities elected by the municipality to be used by them in meeting its expenses.

The United Nations would thus be relieved of the details of local government though it would exercise a general overriding supervision.

Even if it is found to be feasible and desirable for the land in the community area to be owned by the United States Government or by an authority of that Government, such an arrangement with respect to local government might be worked out by an agreement between the United Nations and the United States.

A detailed examination of the feasibility and desirability of the various solutions suggested above or others which might be proposed will require a substantial period.

ANNEX 24

Taxes and payments in lieu thereof

I.

The basic texts.

Sections 7 (*a*) and 8 of the General Convention on the privileges and immunities of the United Nations provide as follows:

"Section 7. The United Nations, its assets, income and other property shall be:

(*a*) exempt from all direct taxes; it is understood, however, that the United Nations will not claim exemption from taxes which are, in fact, no more than charges for public utility services";

"Section 8. While the United Nations will not, as a general rule, claim exemption from excise duties and from taxes on the sale of movable and immovable property which form part of the price to be paid, nevertheless when the United Nations is making important purchases for official use of property on which such duties and taxes have been charged or are chargeable, Members will, whenever possible, make appropriate administrative arrangements for the remission or return of the amount of duty or tax."

Neither the International Organizations Immunities Act passed by the United States Congress and approved on 29 December 1945, nor the Draft Convention with the United States contains any precisely similar provisions. It is assumed, however, that the General Convention will, in due time, be adhered to by the United States and will then become binding on the States and local authorities as well as on the Federal Government. This is, indeed, assumed in Section 34 of the Draft Convention where it is provided that the provisions of the latter shall be complementary to those of the General Convention and that only in cases of absolute conflict shall the provisions of the Convention between the United Nations and the United States prevail.

There is no absolute conflict between any of the present provisions of the Draft Convention and those of the General Convention quoted above.

Section 30 of the Draft Convention provides as follows:

"The appropriate American authorities will exercise to the extent requested by the Secretary-General the powers which they possess with respect to the supplying of public services to ensure that the headquarters district shall be supplied on equitable terms with the necessary public services, including electricity, water, gas, post, telephone, telegraph, transportation, drainage, collection of refuse, fire protection, snow removal, etc. In case of any interruption or threatened interruption of any such services, the appropriate American authorities will consider the needs of the United Nations in the zone as being of equal importance with the similar needs of essential agencies of the Government of the United States of America, and will take steps accordingly, to ensure that the work of the United Nations is not prejudiced."

The second sentence of this section foresees that the American authorities may be called upon to intervene on the part of the United Nations to assure the maintenance, in the case of interruption or threatened interruption, of such services as they do not themselves supply.

Reference is also made to Sections 20, 28, 29, and 31 of the Draft Convention which provide for the maintenance of certain roads, the furnishing of police protection under certain circumstances and the control of the land in the vicinity of the headquarters district for the benefit of the United Nations, all of which may entail additional tax burdens to be borne in whole or in part by the surrounding communities.

Finally, reference is made to the resolution adopted by the Permanent Headquarters Committee of the General Assembly, at the request of the delegation of Uruguay, which reads as follows:

"Considering that appropriate assurance should be given to the residents and neighbours of the site finally chosen as the permanent headquarters of the United Nations in the United States, to the effect that this selection will not cause injustice to be done to them it is resolved that the United Nations shall give all due and friendly consideration to any problems that may arise in connection with the possible displacement of residents, or with tax, revenue, and other problems affecting the localities involved, when a final decision is taken with regard to the exact site of the permanent headquarters of the United Nations."

II.

Taxes or payment for services.

From a strictly legal point of view, the United Nations will be obligated to pay taxes with respect to the land or buildings acquired or constructed by it within the headquarters site only if and to the extent that it consents. Section 7 (*a*) of the General Convention, however, contemplates that the United Nations will pay taxes "which are in fact no more than charges for public utility services."

In general usage in the United States, the phrase "public utility services" would be taken to refer to such services as the furnishing of light and gas or telephone, normally supplied by private corporations under close government control, to the exclusion of such services as street-cleaning, snow removal, sewage disposal, etc., normally performed by the municipalities. It would appear to be clear, however, from the context and by reference to the French text, that this phrase, as used in Section 7 (*a*) of the General Convention, is intended to have a broader meaning and to include both of the categories of services just referred to. The phrase, therefore, appears to be the equivalent of the phrase "public service" as used in Section 30 of the Draft Convention with the United Nations.

Enumerated as included in this section are "electricity, water, gas, post, telephone, telegraph, transportation, drainage, collection of refuse, fire protection, snow removal, etc."

Of these services,

(*a*) Postal service is provided by the Federal Government and would presumably be paid for at the normal rates by the affixing of normal United States postage stamps or by agreement under a postal convention with the United States if it is decided to use special United Nations stamps.

(*b*) Electricity, gas, telephone, telegraph (wireless and cable service) and normal forms of transportation are, as a general rule, provided by private corporations in the areas covered by all the sites and, to the extent required, would presumably be provided under contractual arrangements with these corporations.

The only taxes, with respect to which any question might arise, in connection with these services, would be certain Federal excise taxes, exemption from or the remission of which would no doubt be granted under Section 8 of the General Convention.

Of the services specificaly enumerated in Section 30 of the Draft Convention, there remain water (which may in some cases be supplied by private corporations), drainage, collection of refuse (including garbage collection and disposal, street cleaning, ash collection and sewage removal, treatment and disposal), fire protection, and snow removal. The principal services not specifically referred to in this section of the Draft Convention which are usually provided for by taxation are primary and secondary schools, police protection and street maintenance, and, in some cases, transportation to and from the schools. Public health services are also normally paid for by taxation.

Such taxes as might reasonably be levied to pay for these services, to the extent they are rendered to the United Nations by the local authorities, or for such police protection as might be required and requested under Sections 28 and 29 of the Draft Convention would appear, therefore, to be the only taxes which the United Nations might be expected to pay under Section 7 (*a*) of the General Convention.

The amount of these taxes would depend upon the extent of the services rendered to the United Nations. This would rest in the discretion of the Secretary-General. In many cases it would, no doubt, be advisable for agreements to be reached with the appropriate local authorities, specifying the services to be rendered and fixing the payments to be made therefor in lieu of taxes. In other words, these services might be contracted for with the local authorities substantially in the same manner as with the private corporations which supply electricity or telephone service.

Whether it would be preferable for the United Nations to call upon the local authorities for the services normally performed by them in the area under their jurisdiction or to organize and maintain the services itself would depend to a great extent upon the site finally selected. If the site were small and located adjacent to relatively highly developed areas — as in the case of Site 2 — it might be feasible and desirable to arrange to have the services under discussion rendered by the appropriate authorities in the adjacent areas — the City of White Plains or the Town of Harrison in the case of Site 2.

This would probably not be feasible, or would be feasible only to a limited extent, in the case of Site 20 or Site 40. Here the amount of services required by the Headquarters District, when developed, would be out of proportion to the normal facilities existing in the adjacent communities and other measures for providing these services would be desirable, if not indeed essential. For a discussion of this problem see Annex 23, p. 129.

To summarize: it is assumed that the United Nations will either contract with the authorities of the adjacent communities for the services of the nature discussed above or will make payments in lieu of taxes to cover the cost of such services; the amount of the payments, in either case, being directly related to the extent of the service rendered, which would vary substantially depending upon the size and location of the site finally chosen.

It is assumed that all liens for unpaid taxes will be discharged prior to the transfer of the land to the United Nations so that it will acquire the land free and clear from all claims for back taxes. Provision will have to be made, however, to relieve the land of any general lien attached by reason of the indebtedness of the governmental unit, or special district, of which it was formerly a part.

III.

Provision for discharge of existing indebtedness.

From a strictly legal point of view, the United Nations is not bound, under the texts cited above, to assume any portion of the indebtedness, funded or otherwise, of the local governmental units in which the site might lie. However, its failure to do so might work a decided hardship upon the remaining inhabitants of these units and throw on their shoulders alone an unjust burden for a debt which had been contracted for the benefit of the entire area formerly included in the unit. The working out of an equitable adjustment of this burden would definitely appear to be within the spirit of the resolution quoted above.

It is not suggested that, in any case, it would be advisable for the United Nations to assume direct responsibility for the payment of the indebtedness, as such, but that a payment might be made to enable the local authorities to discharge an equitable portion of the indebtedness.

Here again, the extent of the problem would depend upon and vary greatly with the size and location of the site selected.

Bonded indebtedness is normally incurred by a municipality to finance a specific project, such as the construction of schools, highways, or a trunk sewer. In reaching an agreement with the local authorities with respect to payments by the United Nations to provide for the discharge of a portion of such indebtedness, the major factors would appear to be:

(*a*) The proportion of the taxable property of the local governmental unit withdrawn from the unit by the establishment of the site within its borders; and

(*b*) The extent to which the area within the site benefitted by the use made of the funds secured by the bonds issued.

In many cases, by reason of refunding operations carried on by the local governmental authorities, it may not be possible to establish the second factor with absolute definiteness. It is suggested, however, that both of these factors should be taken into consideration. If it can be established that the improvements for which the funds were used were particularly beneficial to the area within the site, the amount of the payment by the United Nations might justifiably be greater than the figure which would be arrived at by taking a portion of the total indebtedness corresponding to the proportion of the taxable property within and without the headquarters site. The contrary might be true if the improvements had been of no special benefit to the area within the site.

To illustrate: if bonded indebtedness had been incurred to lay a trunk sewer through the area within the site and arrangements could be made for its use by the United Nations community, the payments for the discharge of the indebtedness might be greater than if the sewer ran through another portion of the territory of the local governmental unit and could be used by the community area.

In the case of the general floating indebtedness of the local governmental unit which would normally not be directly related to any specific improvement or facilities, some payment might also be reasonably expected from the United Nations. The amount would naturally vary with and depend upon the particular circumstances and might be included in the general payment in lieu of taxes suggested below. However, the full faith and credit of the entire governmental unit is pledged to the repayment of the debt, whether funded or unfunded, and all of the land is subject to a charge for its repayment. To relieve the land within the site of this charge, an arrangement satisfactory to the governmental unit and to the holders of the bonds or other evidence of indebtedness would be necessary.

IV.

Payments in lieu of remaining property taxes.

There are no Federal taxes assessed upon or directly related to the land other than documentary stamp taxes on deeds of transfer which would presumably be remitted on a conveyance to the United Nations. Land taxes in New York are exclusively for the benefit of the local governments and special districts, including State Armory districts. They are the principal source of revenue of the county and towns.

It must be recognized that even if the United Nations were to pay the cost of the actual services rendered by adjacent governmental units and were to make an equitable payment with respect to their existing indebtedness, nevertheless the governmental units out of which the headquarters district is carved will face a more or less difficult re-adjustment of their general overhead or administrative budgets.

In the case of the State, this problem will be negligible. In the case of the County, it will, depending somewhat upon the location of the site, be of comparatively minor significance. In cases of certain of the proposed sites, however, a sufficient portion of a town or of more than one town would be included to make this re-adjustment of general administrative expense a serious problem. In some cases it would be a major problem requiring a considerable period to work out and resulting in a substantial burden on the remaining inhabitants of the town unless assistance is received.

It is suggested that, to assist the town in meeting this problem, a payment by the United Nations in lieu of taxes would be within the spirit of the resolution quoted above. The gradual increase in the taxable value of the land remaining in the town, resulting from the establishment of the headquarters district, would, no doubt, in the course of time more than compensate for the immediate loss of taxable property taken over by the United Nations. This would, however, be a gradual process and might be retarded by the restrictions placed on the land in the vicinity of the headquarters district for the protection of the latter. (See Annex 22, p. 125)

It is suggested, therefore, that a payment in lieu of the property taxes formerly collected by the town, other than those representing the cost of direct services, might be made over a period of, say ten years, the amount being reduced by one-tenth each year. The original amount of the payment might be arrived at by varying the following formula to meet the particular circumstances:

(*a*) Ascertain the amount of the total *ad valorem* property taxes levied by the town during the three years 1944 through 1946 which corresponds to the amount of the assessed value of property within the site.

(*b*) Deduct from this figure the amount of the average cost to the town over the same period of the direct services, rendered in the portion of the town within the site, of the nature of those for which the town would be paid by the United Nations, or which the town would no longer be required to render.[1]

(*c*) Deduct the portion of the total taxes which would normally be used to service indebtedness corresponding to the portion of the total indebtedness, provision for the retirement of which is made by the United Nations.

(*d*) The remainder would be the amount to be paid to the town the first year; the amount of the annual payment being reduced by an equal amount each year and the payment terminating at the end of the tenth year.

To summarize:

(*a*) The quasi-legal tax obligation of the United Nations under Section 7 (*a*) of the General Convention might be met by payment on an agreed basis of a predetermined sum, which might be varied from year to year, for the direct public services rendered, to the extent requested, by adjacent local governmental units or by the County and State.

(*b*) The moral obligation of the United Nations within the spirit of the resolution quoted above might be met by arranging with the local governmental units or special districts from which land had been taken for repayment of an equitable portion of their indebtedness and by making a payment in lieu of general taxes over a limited

[1] At best, this could be only an approximation.

period, the amount of which would be determined as just suggested and would be reduced each year over a period of ten years and terminated at the end thereof.

The different bases and methods of assessment, the overlapping of special districts and the unavailability of all data at any central point render it extremely difficult to present a complete and accurate picture of the amounts of taxes or payments in lieu thereof which might be payable by the United Nations in the case of any given site under the principles outlined above. In the time available, it has proved to be impossible to prepare more than very rough estimates of the basic data with respect to the five proposed sites, all of which data are subject to verification and correction.

In the Town of Harrison for the year 1945, on property assessed at a total of $44,378,760, the total of taxes levied for general town and highway purposes was $689,160, of which $85,480 were levied for the service of debt. Levies were made for twenty-five or more special districts other than school districts, each of which has a special basis of assessment, and for five school districts. Certain of these districts lie wholly within the Town of Harrison, while others extend beyond its boundaries and lie partially in one or more other towns or municipalities.

The total bonded indebtedness of the town and of the special districts (other than school districts) wholly or partially within its boundaries was in excess of $2,600,000 as of 31 December 1945. In addition there were outstanding, on the same date, bonds of school districts partially or wholly within the town, totalling some $850,000.

Land and buildings representing approximately nine per cent of the total assessed value of taxable property of the Town of Harrison lie within Site 2 and approximately twenty per cent of such total lies within Site 5.

For the year 1945 the total assessed value of taxable property in the Town of Cortlandt was $27,500,705, of which $15,685,586 was outside and the balance within the corporate limits of the villages of Croton and Buchanan.

The total of the taxes levied was $311,252, including State and County taxes. Levies were made for twenty special districts other than school districts, and for seven school districts.

The total bonded indebtedness of the Town of Cortlandt, including that of special districts other than school districts within its borders, was some $755,000 as of 31 December 1945. On the same date, bonds of school districts lying almost wholly within the town boundaries in a total amount of some $1,200,000 were outstanding.

The portion of the assessed value of taxable real property of the Town of Cortlandt within Site 10 represents approximately five per cent.

In 1945 the total assessed value of taxable property in the town of Yorktown was $11,495,647, on which county and special district taxes of $94,046, town taxes of $44,637 and highway taxes at $65,310, making a total of $203,993 were assessed. In addition taxes were levied for four school districts.

The total bonded indebtedness of the town and special districts in Yorktown as of 31 December 1945 was $318,413 and school district bonds of some $300,000 were outstanding.

Of the total assessed value of taxable real property in Yorktown, approximately 8.7 per cent lies in Site 10 and approximately eighteen per cent is located in both Sites 20 and 40.

In the year 1945 the total assessed value of property in the Town of Somers was $7,262,097. The taxes levied were: County, $58,548; Town, $98,878; special districts other than school districts, some $10,000, making a total in excess of $167,000.

As of 31 December 1945, town bonds totaling $175,000 and school district bonds of $203,000 were outstanding.

Of the total assessed value of property in the Town of Somers approximately 13.5 per cent lies in Site 20 and approximately seventy-nine per cent lies in Site 40.

It has not been feasible, in the time available, to ascertain the amount of school taxes levied in each of the towns concerned nor to determine to what extent the special districts and school districts referred to above lie within the respective proposed sites. This would be a part of the detailed study which will be required with respect to the site finally chosen.

It is to be noted that the value at which property is assessed for tax purposes bears no necessary relation to real or fair market value. Each town has its own basis of fixing assessed valuation. In one town it might be 100 per cent of real value while in another it might be only forty per cent of such value. The assessed values cannot therefore be used to determine real value of land within a given town nor do they serve as a sound basis for comparison of the value of land in one town with that in another.

V.

Related problems.

There would remain certain problems related to taxation such as:

(*a*) Payment for public facilities within the headquarters sites.

(*b*) Relocation of highways, and

(*c*) Replacing of local, County or State parks, part or all of which are included within the site.

It is assumed that the United States and ultimately the United Nations will pay a fair price for such public buildings as schools, town halls, or court houses which may be located within the area taken over, unless the circumstances are such as to make it possible to permit the continued use of these buildings by the local population which has borne their cost. It is suggested, however, that no such payments could be reasonably expected in the case of roads and highways, the cost of construction of which had been fully paid for and which serve primarily the area within the headquarters district. Their value would be reflected in the value of the abutting land and included in the payment therefor. In cases where bonds had been issued for the construction of the roads and remained outstanding, an adjustment would be made as suggested above.

The expense of relocating through highways crossing the district presents a more important problem. It would be unfair to throw this burden upon the adjacent communities without compensation.

A similar problem arises in the case of public

parks within the area which might be taken for the headquarters site — notably in the case of Mohansic Park in Sites 10, 20, and 40. A solution of this problem might be for the United Nations to co-operate with State or local authorities in acquiring comparable land on the borders of the site which would replace the portion of park taken and afford protection to the site. (See Annex 22, p. 125).

Another problem related to taxes which has been forcefully called to the attention of the Headquarters Commission arises from the application of the tax imposed by the United States Government on any capital gain which may be realized by individuals whose land is purchased or condemned within the site. The Commission has been advised that approximately one-fourth of any amount which might be paid to such individual above the amount he originally paid for the land and the amortized cost of the buildings thereon will be taken as tax.

This is obviously a matter between the United States Government and its citizens. It cannot be denied, however, that in many cases a definite hardship would result from the fact that even though the owner receives the full market value for his home and land, he will not, after the payment of the tax, be left in a position to acquire comparable property elsewhere. It is true that the hardship in this case would be no greater than would result from the expropriation of land by the United States Government for its own purposes. The fact remains that the occasion of the hardship is the establishment of the headquarters of the United Nations in the United States and in the case of small home owners the hardship may be very real. Attention is therefore called to the problem and it is suggested that an effort to find an equitable solution might be within the spirit of the resolution of the Permanent Headquarters Committee of the General Assembly, referred to above.

ANNEX 25

The housing situation in the New York metropolitan area

The United States is experiencing a critical shortage of housing, due not only to the war, but also to an accumulation of shortages since the great depression of the early thirties. Within the New York City limits there is a current shortage of 264,500 dwelling units (houses or apartments) according to information given by the New York City Housing Authority. In addition 596,600 new dwelling units are required to replace substandard housing in New York City.

The length of time it would take to wipe out this shortage under normal economic processes may be judged by the fact that during the three active construction years 1939 to 1941 (pre-war in the USA) new dwelling units in the city averaged 34,760 a year. Efforts to speed up construction have been unsuccessful during the first year of peace; only 998 dwellings were constructed during the first six months of 1946 (Preceding figures obtained from the New York City Department of Housing and Buildings). In the meantime the number of dwellings continues to be reduced to make way for public and private non-residential projects, and through fires, decay, and other causes.

No comparable figures are available for the metropolitan area but it appears that there the situation is even more critical due to the increasingly greater demand for housing in the suburban areas than in the central city.

In addition, it should be noted that housing for middle and lower income groups (into which the overwhelming majority of United Nations' personnel will fall) has been chronically bad in the New York metropolitan area, with the exception of the worst depression years.

These groups have always found it hard to find dwellings at suitable rentals and this was in part responsible for the trend towards ownership and the suburbs. But ownership was also exceedingly costly, due to speculation and exploitation on the metropolitan real estate market.

While there is reason to hope that present practices will not continue in future years, it should be noted that current construction in the suburbs is exclusively of dwellings for sale, not for rental; and that the quality of dwellings is lower with prices higher than ever before. Rents on existing dwellings have been held down by extension of wartime controls; but as these controls are relaxed, rents will undoubtedly rise to correspond with the then prevailing construction costs.

The shortage of hotel rooms also is critical and may be expected to remain so until new construction overtakes the demand. To date practically no proposals for post-war construction of hotels have been announced. The period of the year when transient United Nations' personnel will hit its peak is one of the busiest seasons in New York; therefore difficulties may be anticipated, especially in view of the uncertain duration of Assembly meetings which will complicate the securing of block reservations.

ANNEX 26

This annex consists of a film to be shown to the General Assembly.

Photograph Section

RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK

URE 1—Airview of the Reid Estate
hin the area of Sites 2 and 5 show-
the typical open countryside.

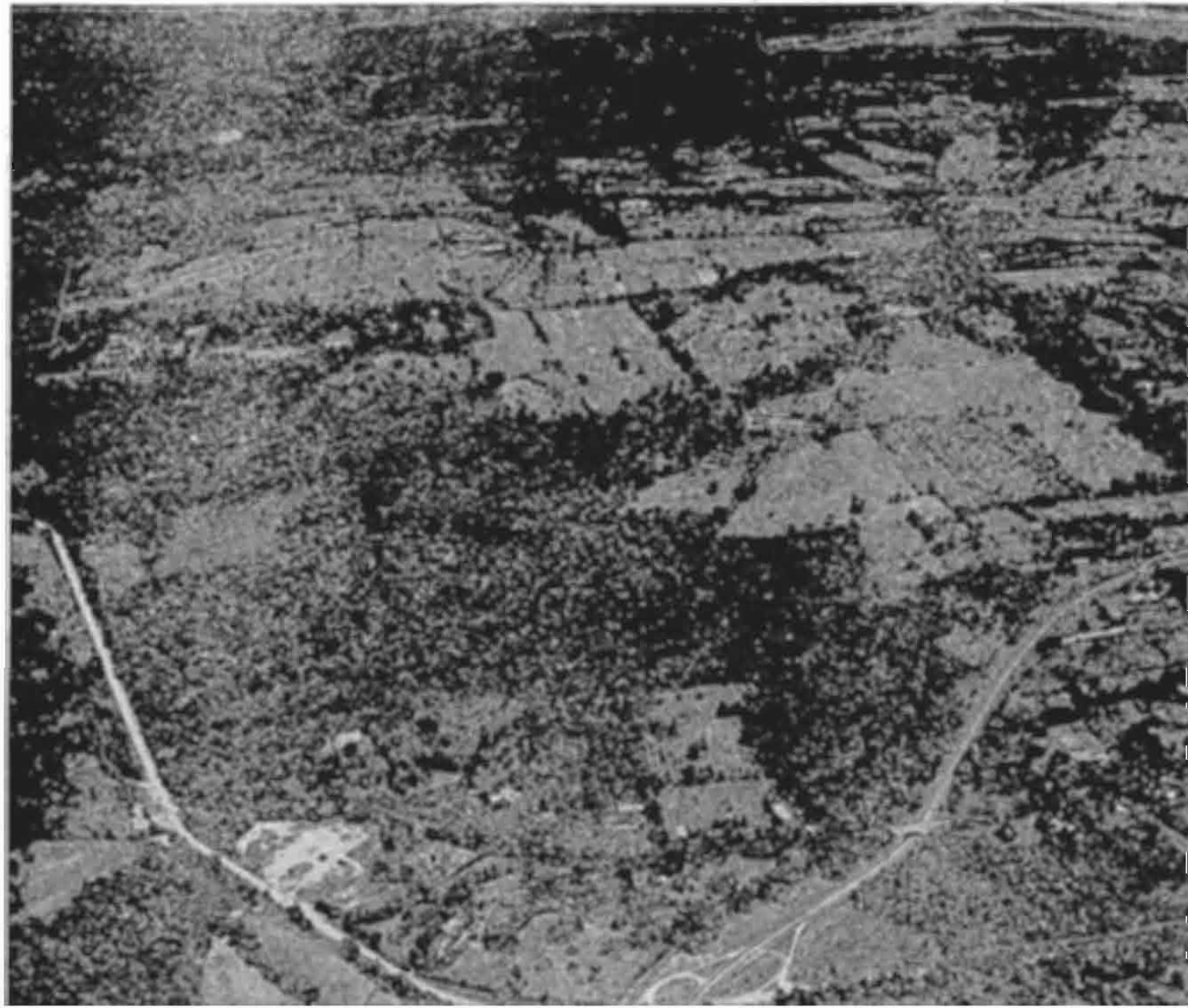
RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK

URE 2—View from the roof of id Residence looking west across the en country of Sites 2 and 5.

RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK

GURE 3—Airview looking north
ross the Hutchinson River Parkway
ng Purchase Street showing the
ical open countryside of Sites 2
d 5 with the Westchester County
rport and Rye Lake Reservoir in the
tance.

RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK



URE 4—Airview looking north
n the intersection of the Hutchin-
River Parkway and Westchester
nue forming the south boundary
Sites 2 and 5 with Rye Lake Res-
oir and the Westchester County
port in the distance.

RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK

URE 5—Airview looking northeast
ss Westchester Avenue towards the
stchester County Airport in the dis-
ce with East White Plains in the
foreground just outside the west-
boundary of Sites 2 and 5.

RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK

RE 6—Airview looking over Hut-
on River Parkway northward
; Lincoln Avenue showing Ander-
Hill Road crossing the middle
round and the Westchester
ty Airport in the distance. The
ed area on the right follows the
e of Blind Brook, the eastern
dary of Site 5.

RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK

RE 7—Open level terrain along
oln Avenue in Site 5.

RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK

FIGURE 8—Airview looking northwest over the typical terrain of Site 10 with the Taconic State Parkway and New Croton Reservoir in the foreground.

RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK

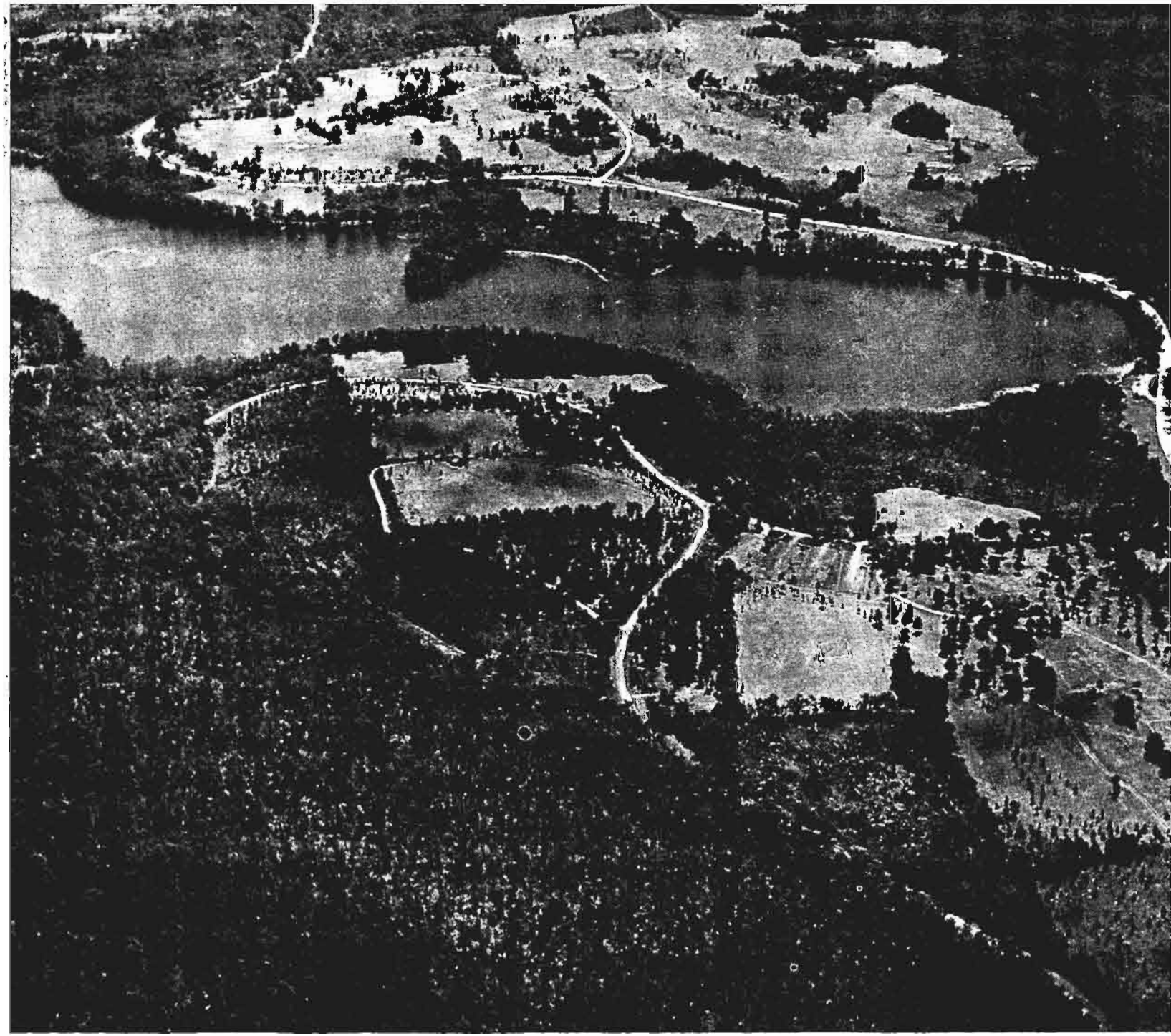


FIGURE 9—Airview looking south across Mohansic Lake toward Mohansic Park golf course in Site 10 showing the Taconic State Parkway skirting the lake and forming the eastern boundary of the site.

RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK

FIGURE 10—Airview looking south from the northeast corner of Site 10 with U. S. Highway 202 forming the northern boundary of the site and the Taconic State Parkway on the left forming the eastern boundary, and showing the portion of the site best adapted for development.

RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK

FIGURE 11—Looking southwest from Mill Road toward Twin Lakes showing the typical terrain of Site 10.

RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK

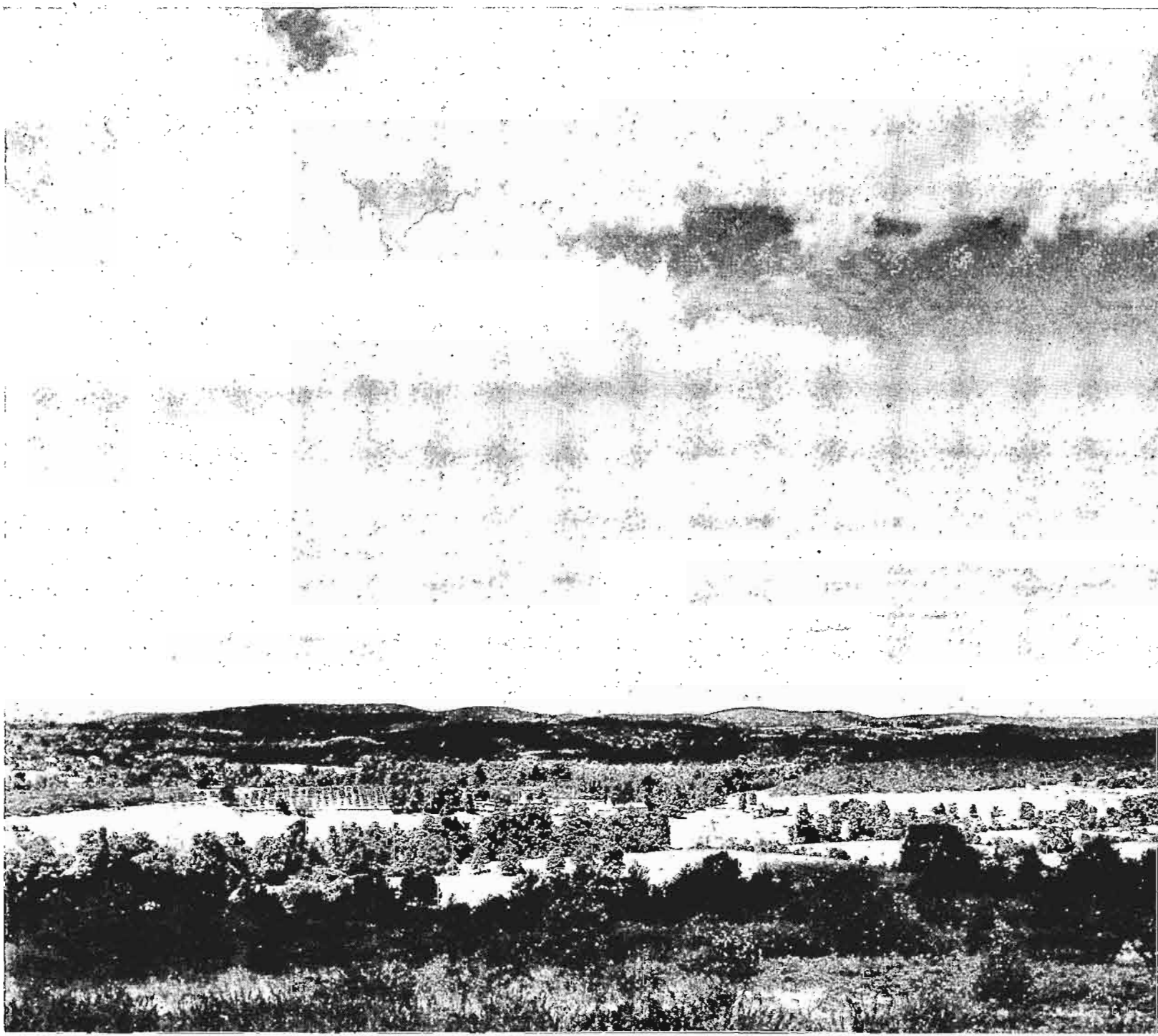


FIGURE 12—View from hilltop in Site 20 just north of the south end of Amawalk Reservoir looking north toward Granite Springs showing the typical countryside. The mountains in the distance are along the Putnam County line and form the northern boundary of Sites 20 and 40.

RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK

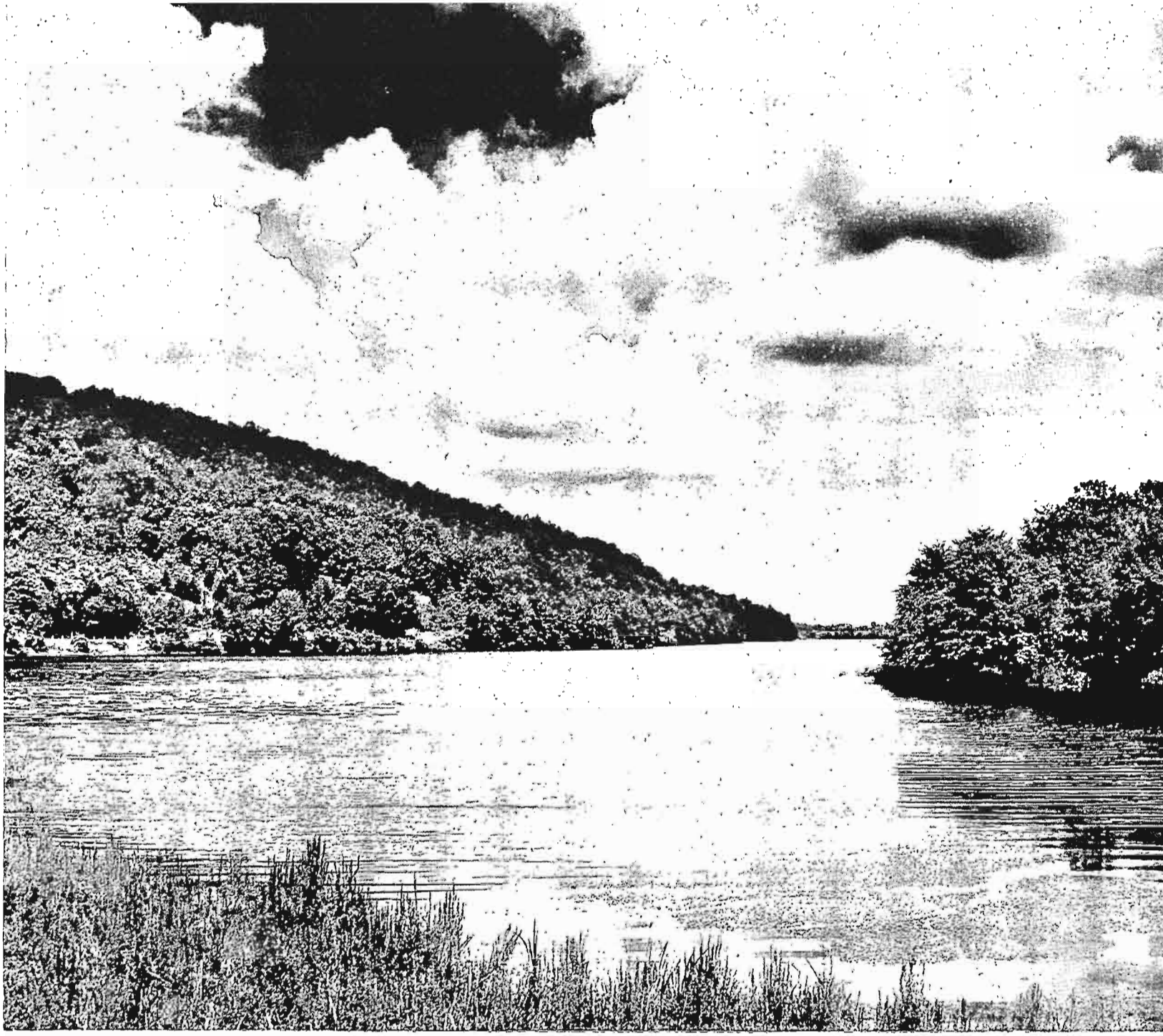


FIGURE 13—Looking northeast from the south end of Amawalk Reservoir in Sites 20 and 40.

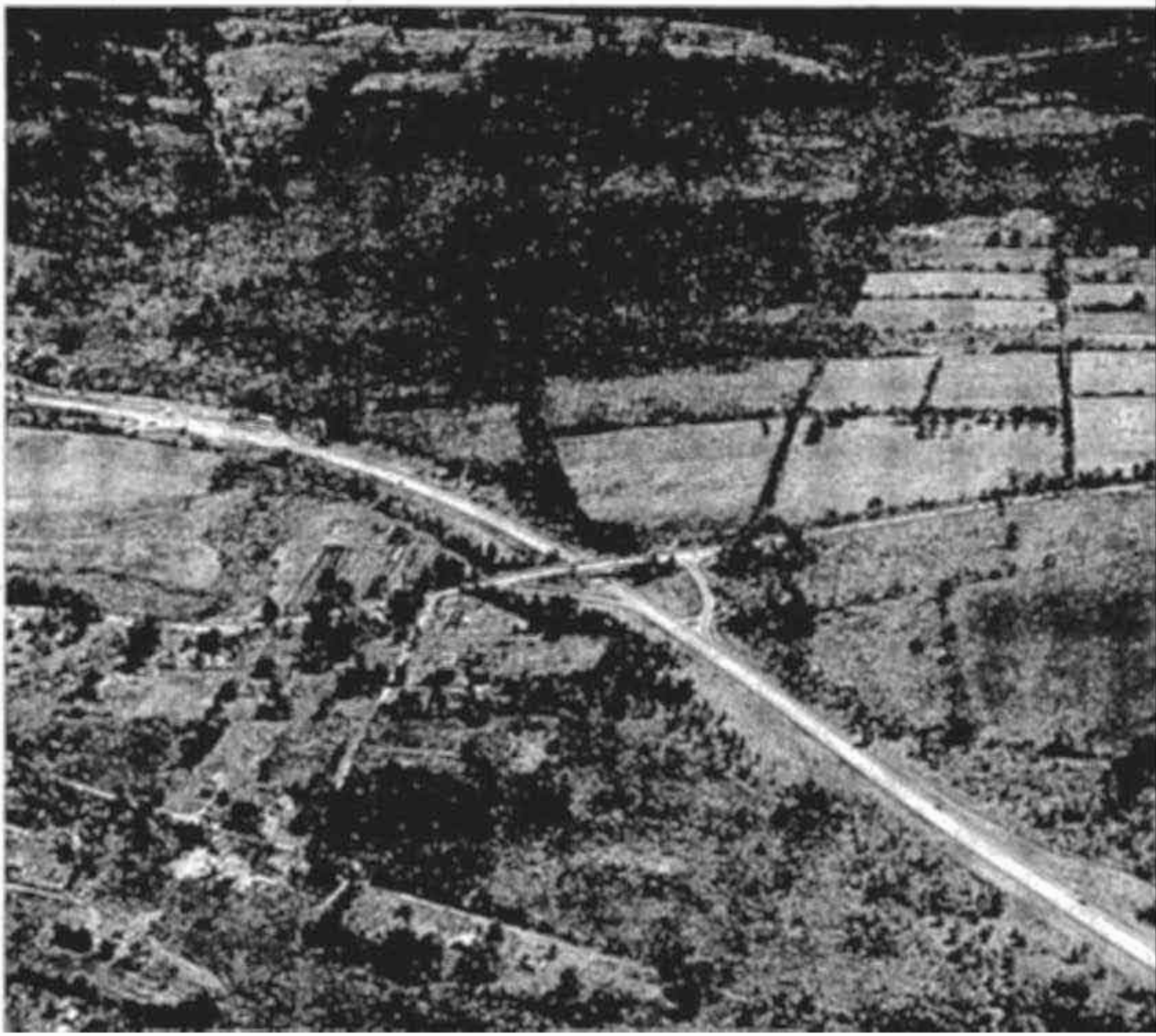


FIGURE 14—Airview looking east toward Jefferson Valley in Site 20 with the intersection of Route 6 and the Taconic State Parkway in the Centre foreground.

FIGURE 13.—Airview looking east from Yorktown toward Sparkle Lake in Sites 20 and 40 showing the open countryside of this portion of these sites.

RAYNOR'S AERIAL SERVICE
MOUNT VERNON, NEW YORK

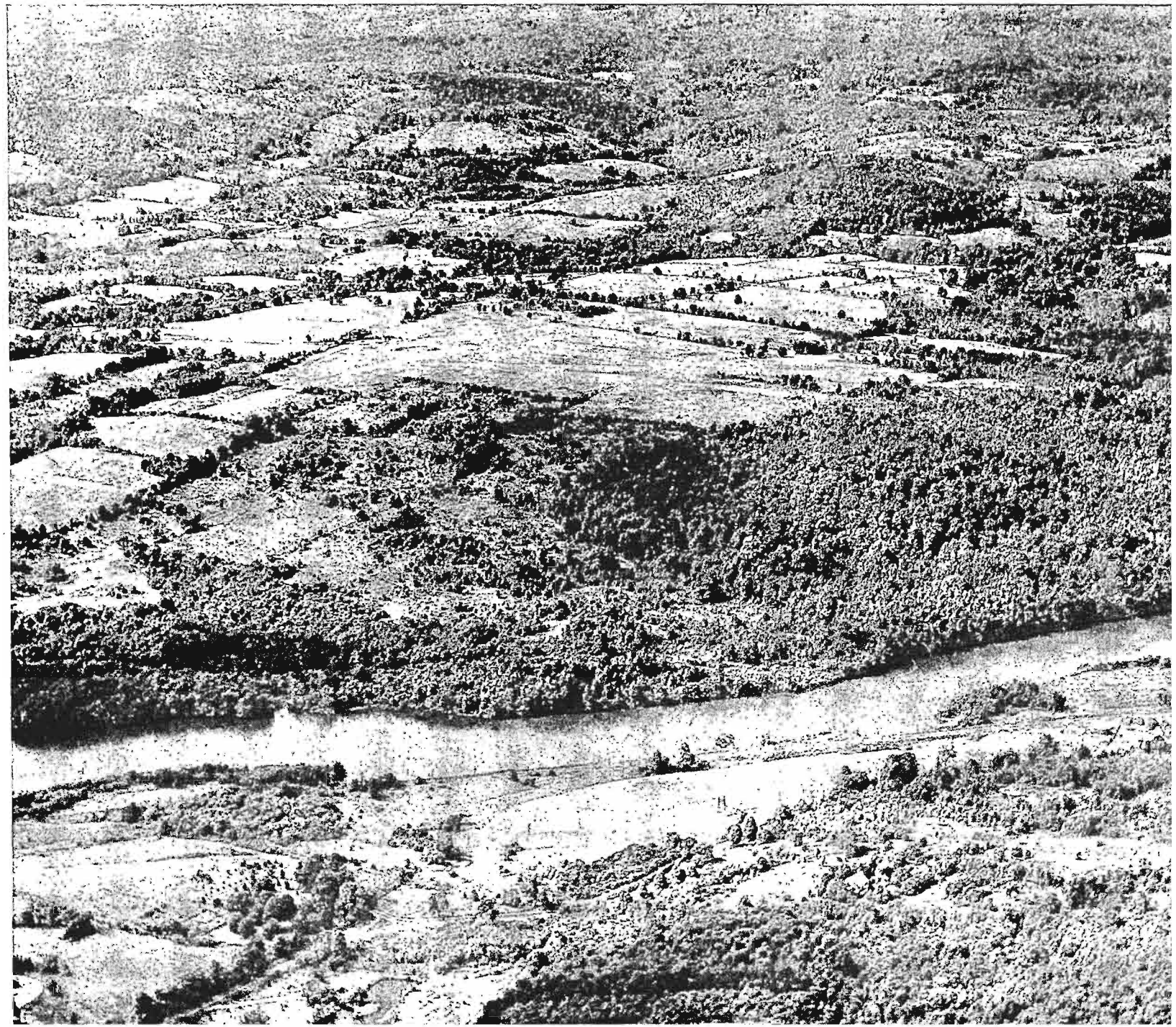
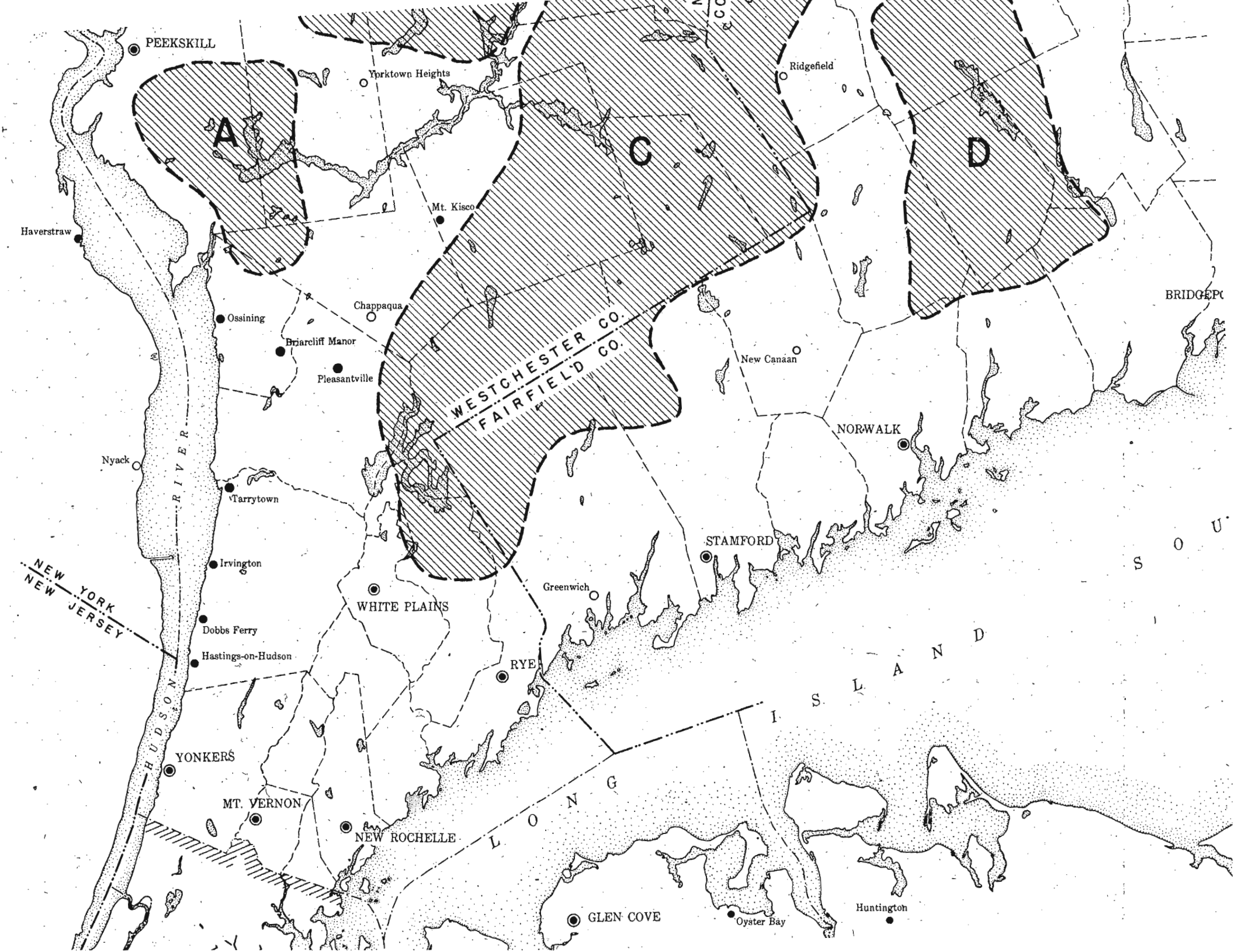
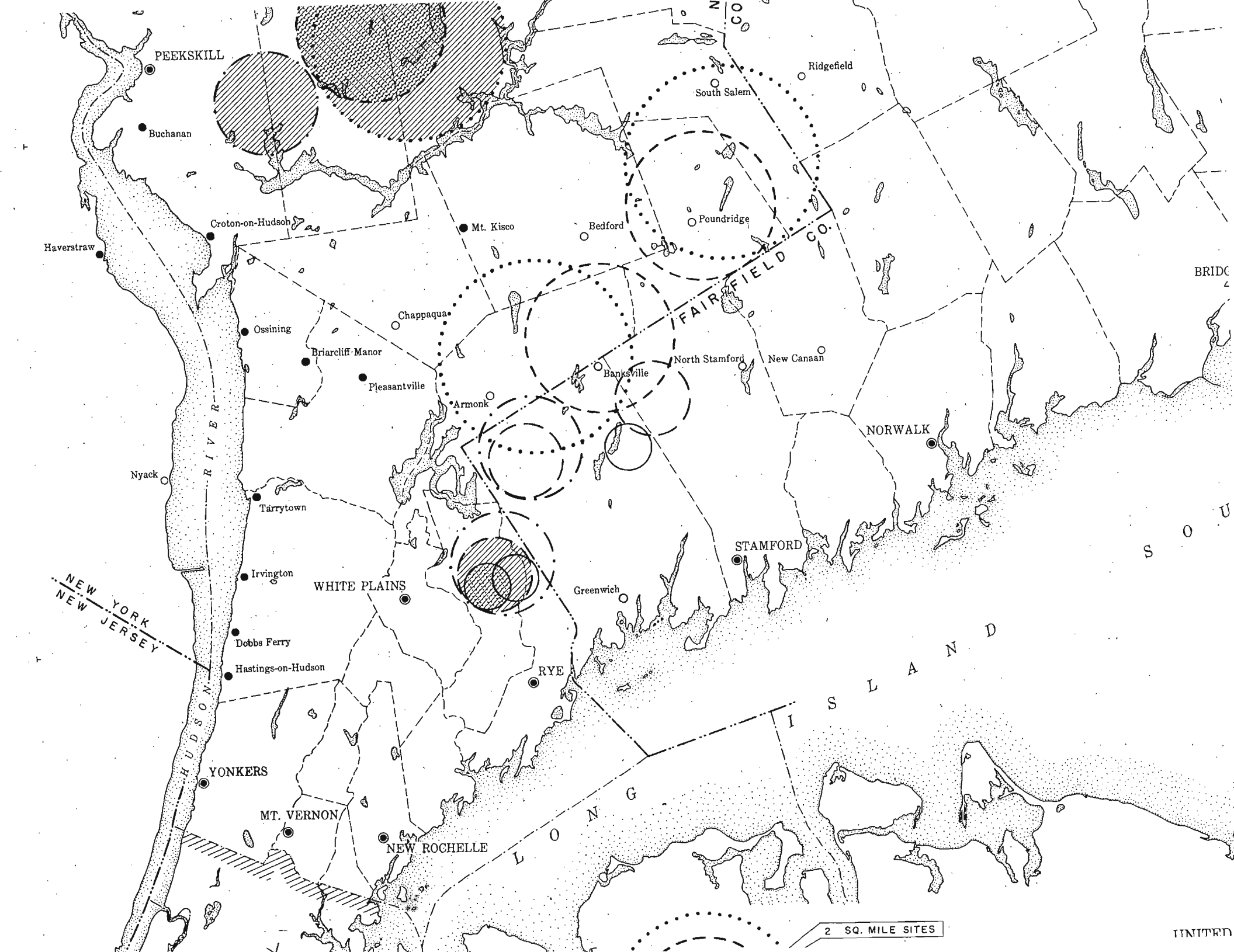


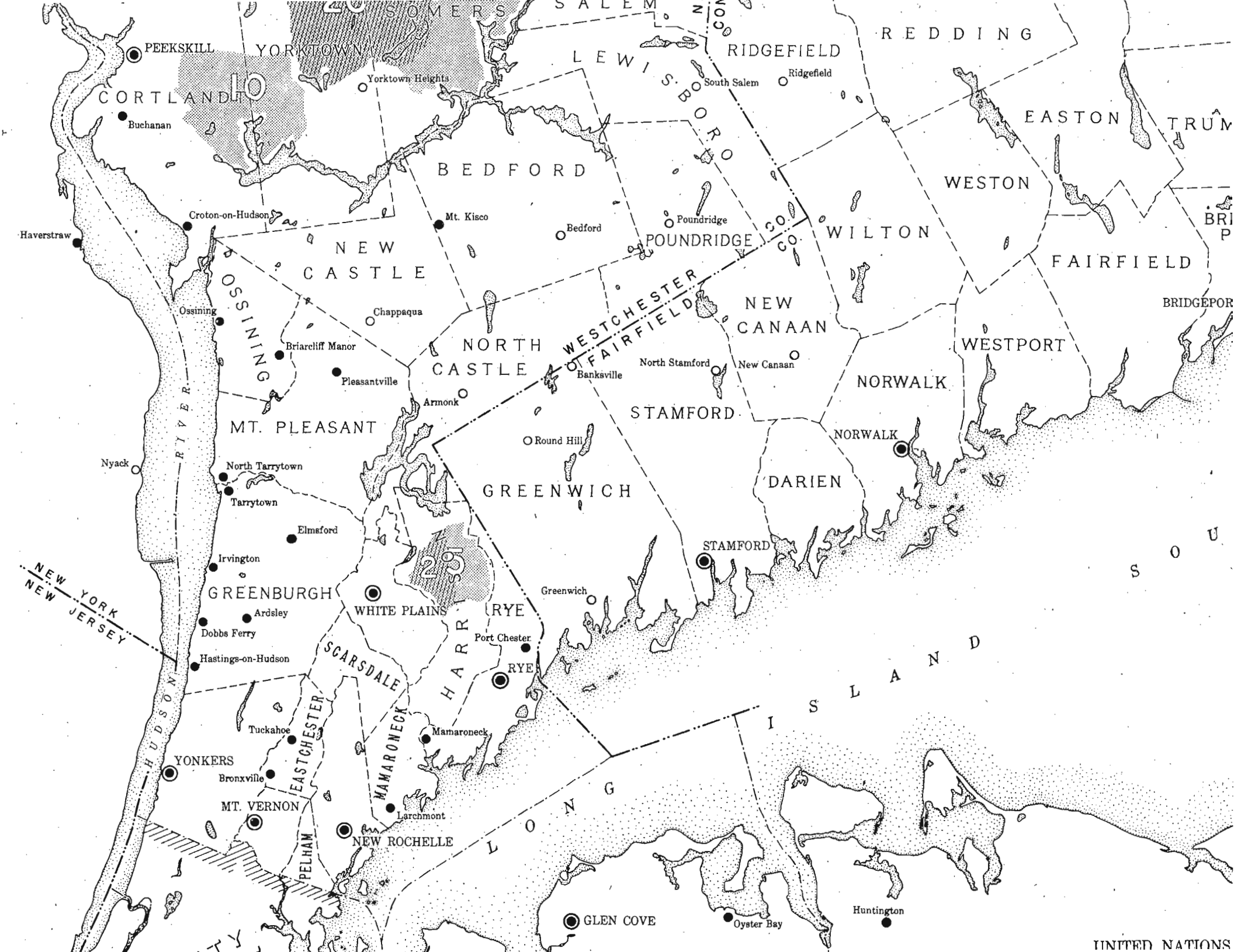
FIGURE 16—Airview looking west in Site 40 over the New Croton Reservoir toward the Somers Airport on the plateau in the centre above the reservoir showing the typical countryside of this portion of this site.

FIGURE 17—Airview looking northwest in Nov 60 over Lincolndale with Lincoln Hall Reformatory in the foreground and lake near Shenorock in the distance showing the typical terrain of this portion of the site.

Map Section

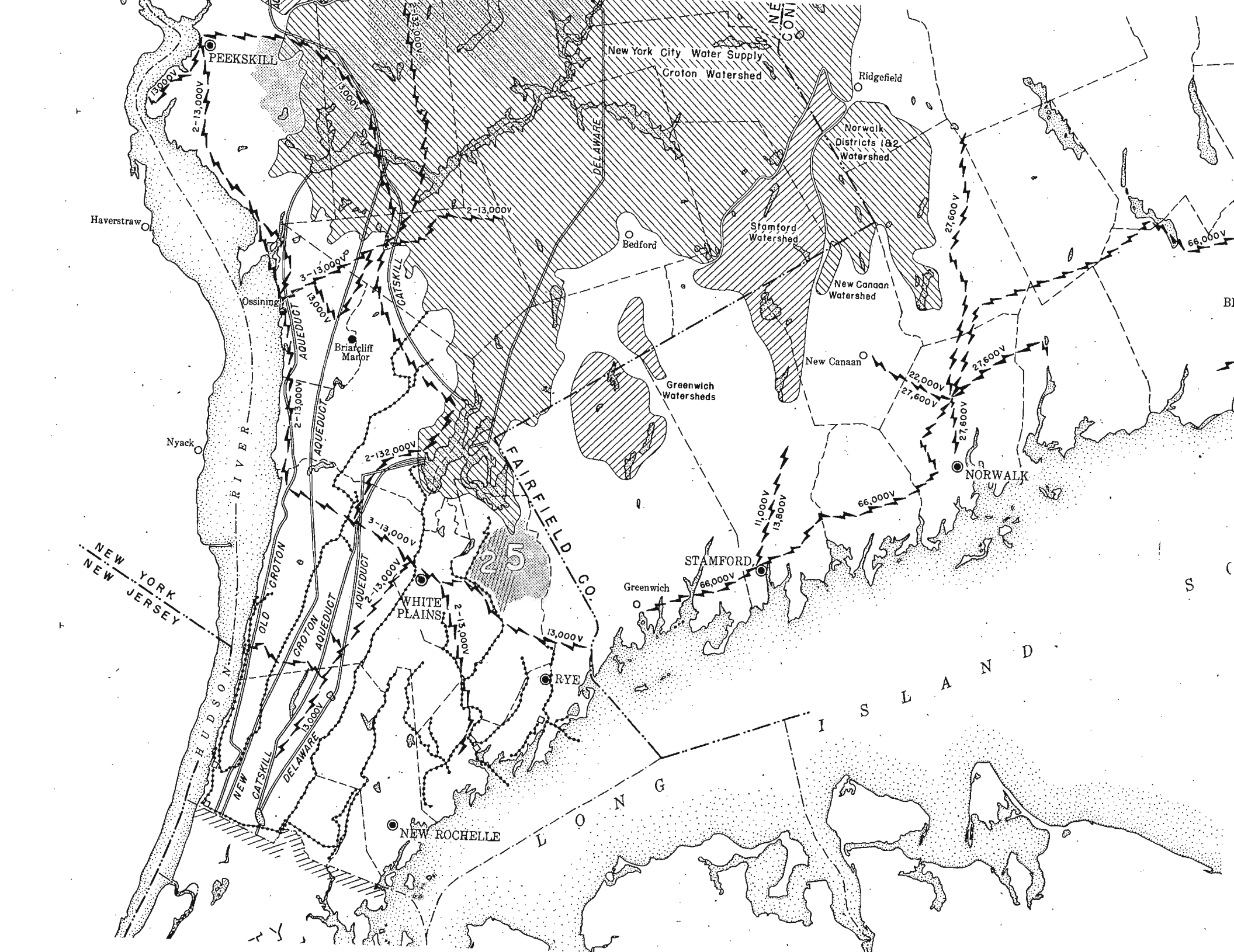

PEEKSKILL
Yorktown Heights
Ridgefield
A
C
D
Mt. Kisco
Haverstraw
Chappaqua
Ossining
Briarcliff Manor
Pleasantville
WESTCHESTER CO.
FAIRFIELD CO.
New Canaan
BRIDGEPO
NORWALK
Nyack
HUDSON RIVER
Tarrytown
STAMFORD
NEW YORK
NEW JERSEY
Irvington
Greenwich
WHITE PLAINS
Dobbs Ferry
Hastings-on-Hudson
RYE
YONKERS
MT. VERNON
NEW ROCHELLE
GLEN COVE
Oyster Bay
Huntington
LONG ISLAND SOU

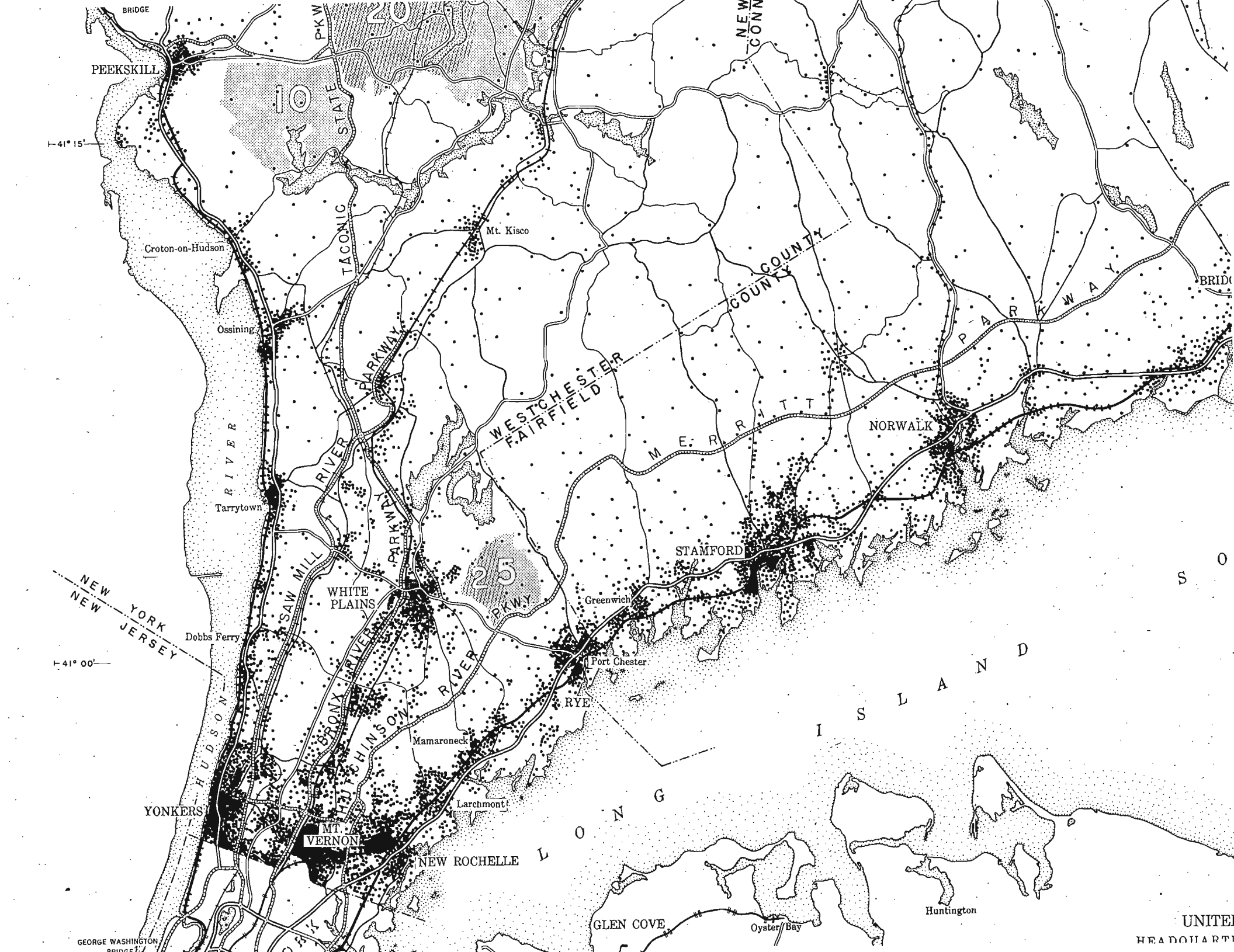

PEEKSKILL
Buchanan
Croton-on-Hudson
Haverstraw
Ossining
Briarcliff Manor
Pleasantville
Nyack
Tarrytown
Irvington
WHITE PLAINS
NEW YORK
NEW JERSEY
Dobbs Ferry
Hastings-on-Hudson
HUDSON RIVER
YONKERS
MT. VERNON
NEW ROCHELLE
RYE
Mt. Kisco
Bedford
Poundridge
South Salem
Ridgefield
Chappaqua
Armonk
Banksville
North Stamford
New Canaan
FAIRFIELD CO.
NORWALK
STAMFORD
Greenwich
LONG ISLAND SOU
BRIDG
2 SQ. MILE SITES
UNITED

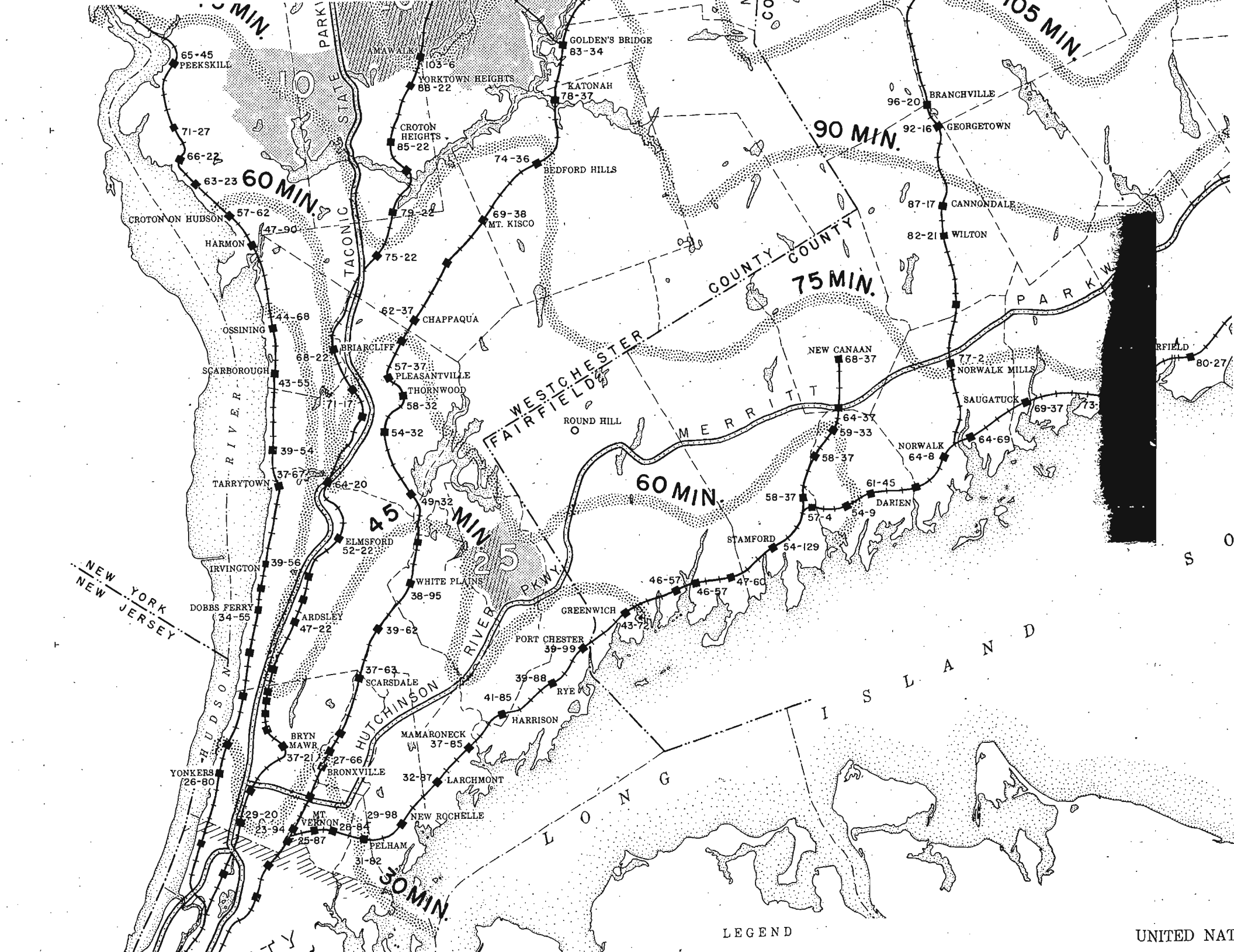

SOMERS
SALEM
REDDING
RIDGEFIELD
PEEKSKILL
YORKTOWN
Yorktown Heights
South Salem
Ridgefield
LEWISBORO
CORTLANDT
Buchanan
EASTON
WESTON
BEDFORD
Croton-on-Hudson
Mt. Kisco
Bedford
Poundridge
POUNDRIDGE
WILTON
FAIRFIELD
Haverstraw
NEW CASTLE
OSSINING
Ossining
Chappaqua
WESTCHESTER
FAIRFIELD
NEW CANAAN
BRIDGEPORT
Briarcliff Manor
NORTH CASTLE
Banksville
North Stamford
New Canaan
WESTPORT
Pleasantville
NORWALK
Armonk
STAMFORD
MT. PLEASANT
Round Hill
NORWALK
Nyack
North Tarrytown
GREENWICH
DARIEN
Tarrytown
Elmsford
Irvington
STAMFORD
NEW YORK
NEW JERSEY
GREENBURGH
WHITE PLAINS
RYE
Greenwich
Ardsley
Dobbs Ferry
Port Chester
Hastings-on-Hudson
SCARSDALE
HARRISON
RYE
Tuckahoe
Mamaroneck
YONKERS
Bronxville
EASTCHESTER
MAMARONECK
MT. VERNON
Larchmont
NEW ROCHELLE
PELHAM
GLEN COVE
Oyster Bay
Huntington
HUDSON RIVER
LONG ISLAND
SOUND
UNITED NATIONS

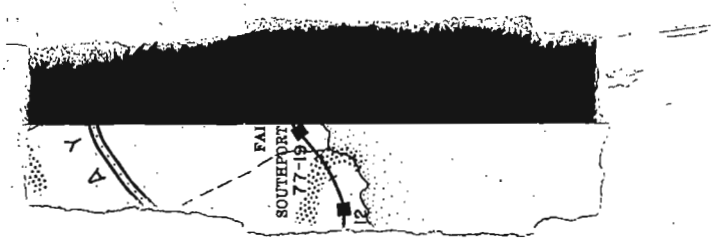
SOMERS
RIDGEFIELD
REDDING
Peekskill
YORKTOWN
Yorktown Heights
CORTLANDT
Buchanan
Katonah
EASTON
Trumbull
Georgetown
Golden's Bridge
41°15'
BEDFORD
Bedford Hills
Croton Lake
WESTCHESTER
WESTON
Weston
Aspetuck
Mt. Kisco
Bedford
Poundridge
POUNDRIDGE
WILTON
Wilton
Cannondale
Hudson River
Croton-on-Hudson
Harmon
NEW CASTLE
Millwood
FAIRFIELD
Bridgeport
South Wilton
NEW CANAAN
New Canaan
Ossining
Chappaqua
Pleasantville
Briarcliff Manor
NORTH CASTLE
Long Ridge
North Stamford
Banksville
WESTPORT
Westport
Southport
Fairfield
Rippowam
Scarborough
NORWALK
Norwalk
Greens Farms
Saugatuck
Armonk
MT. PLEASANT
Hawthorne
STAMFORD
South Norwalk
DARIEN
Darien
Rowayton
Noroton
North Tarrytown
Tarrytown
Valhalla
GREENWICH
Springdale
Glenbrook
Stamford
Mianus
Elmsford
No. White Plains
Glenville
NEW YORK
NEW JERSEY
Irvington
GREENBURGH
Hartsdale
Greenwich
Cos Cob
Dobbs Ferry
Ardsley
White Plains
RYE
Port Chester
Scarsdale
SCARSDALE
41°00'
Hastings-on-Hudson
HARRISON
Harrison
Rye
Mamaroneck
MAMARONECK
Tuckahoe
Bronxville
FEET
1000
800
600
400
200
Yonkers
Mount Vernon
New Rochelle
Larchmont
Pelham
LONG ISLAND SOUND
Glen Cove
Oyster Bay
Huntington
UNITED NA

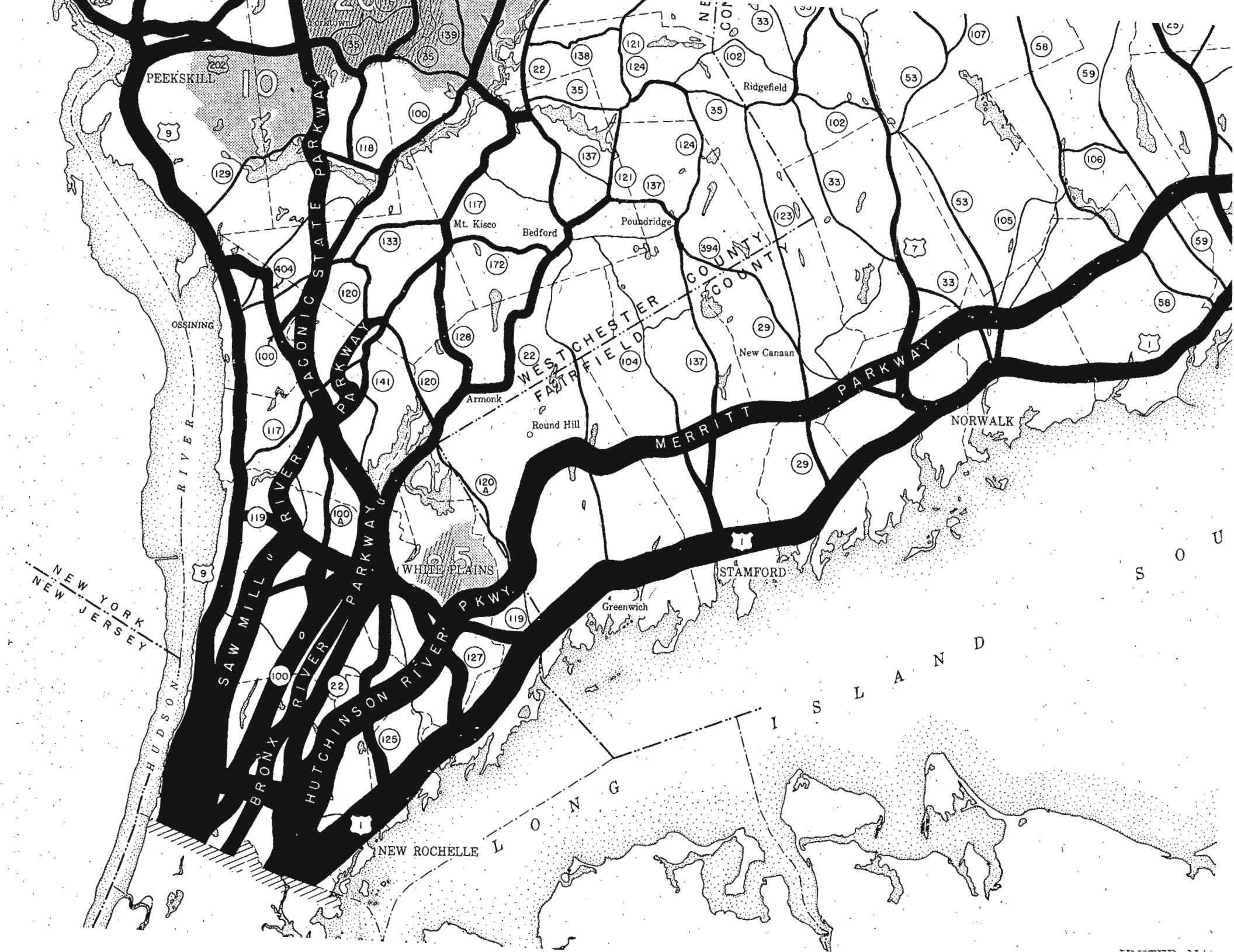

41°15'
1°00'
NEW YORK
NEW JERSEY
HUDSON RIVER
Ossining
Tarrytown
YONKERS
MT. VERNON
NEW ROCHELLE
WHITE PLAINS
Greenwich
Port Chester
RYE
STAMFORD
NORWALK
BRIDGEPORT
WESTCHESTER COUNTY AIRPORT
WESTCHESTER ARMONK AIRPORT
REYNOLDS AIRPORT
Larchmont
Lake Waccabuc
Trinity Lake
Norwalk Reservoir
North Stamford Res.
So. Norwalk Res.
Laurel Res.
Rye Lake Res.
Hillview Res.
Sheldrake Lake
Grassy Sprain Res.
Saugatuck Res.
Aspetuck Res.
Hemlock Reservoir
Leland Brook
Swamp Meadow Res.
Easton Lake
Rockwood Lake Res.
Putnam Lake Res.
Kensico Res.
Byram Lake
Converse Lake
LONG ISLAND SOUND
LEGEND


PEEKSKILL
13,000V
2-13,000V
3-13,000V
Haverstraw
Ossining
Briarcliff Manor
Nyack
HUDSON RIVER
NEW YORK
NEW JERSEY
OLD CROTON AQUEDUCT
NEW CATSKILL AQUEDUCT
DELAWARE AQUEDUCT
CATSKILL AQUEDUCT
2-132,000V
FAIRFIELD CO.
25
WHITE PLAINS
NEW ROCHELLE
RYE
STAMFORD
Greenwich
11,000V
13,800V
66,000V
NORWALK
New York City Water Supply
Croton Watershed
DELAWARE
Ridgefield
Norwalk Districts 1&2 Watershed
Stamford Watershed
Bedford
New Canaan Watershed
New Canaan
Greenwich Watersheds
27,600V
22,000V
LONG ISLAND

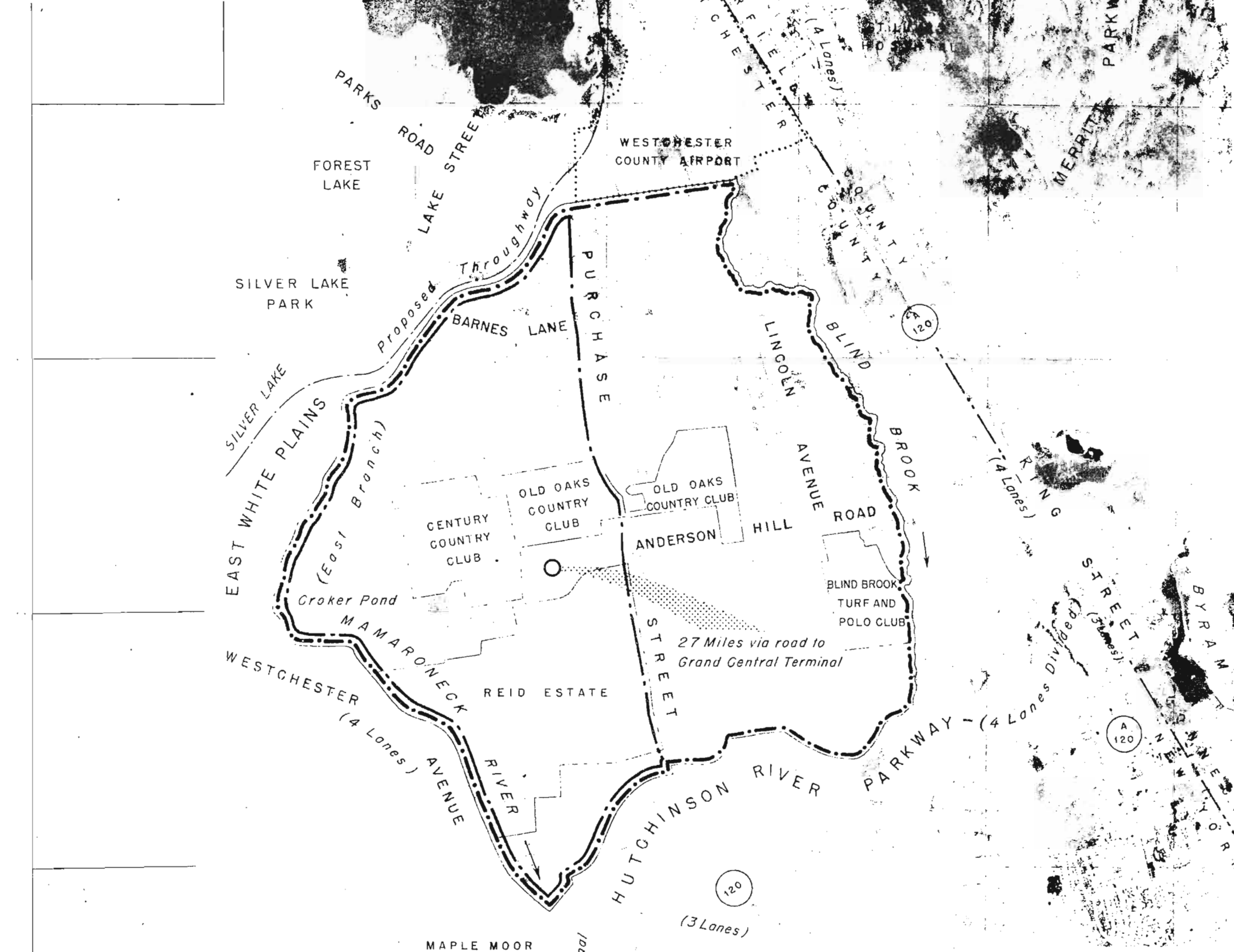

BRIDGE
PEEKSKILL
10
STATE
PKWY
20
NEW
CONN
41° 15'
TACONIC
PARKWAY
Mt. Kisco
Croton-on-Hudson
Ossining
COUNTY
COUNTY
PARKWAY
BRIDG
HUDSON RIVER
Tarrytown
SAW MILL RIVER PARKWAY
WESTCHESTER
FAIRFIELD
MERRITT
NORWALK
25
PKWY
STAMFORD
NEW YORK
NEW JERSEY
WHITE PLAINS
Greenwich
Dobbs Ferry
41° 00'
Port Chester
BRONX RIVER
HUTCHINSON RIVER
RYE
Mamaroneck
YONKERS
Larchmont
MT. VERNON
NEW ROCHELLE
LONG ISLAND
GLEN COVE
Oyster Bay
Huntington
GEORGE WASHINGTON
BRIDGE

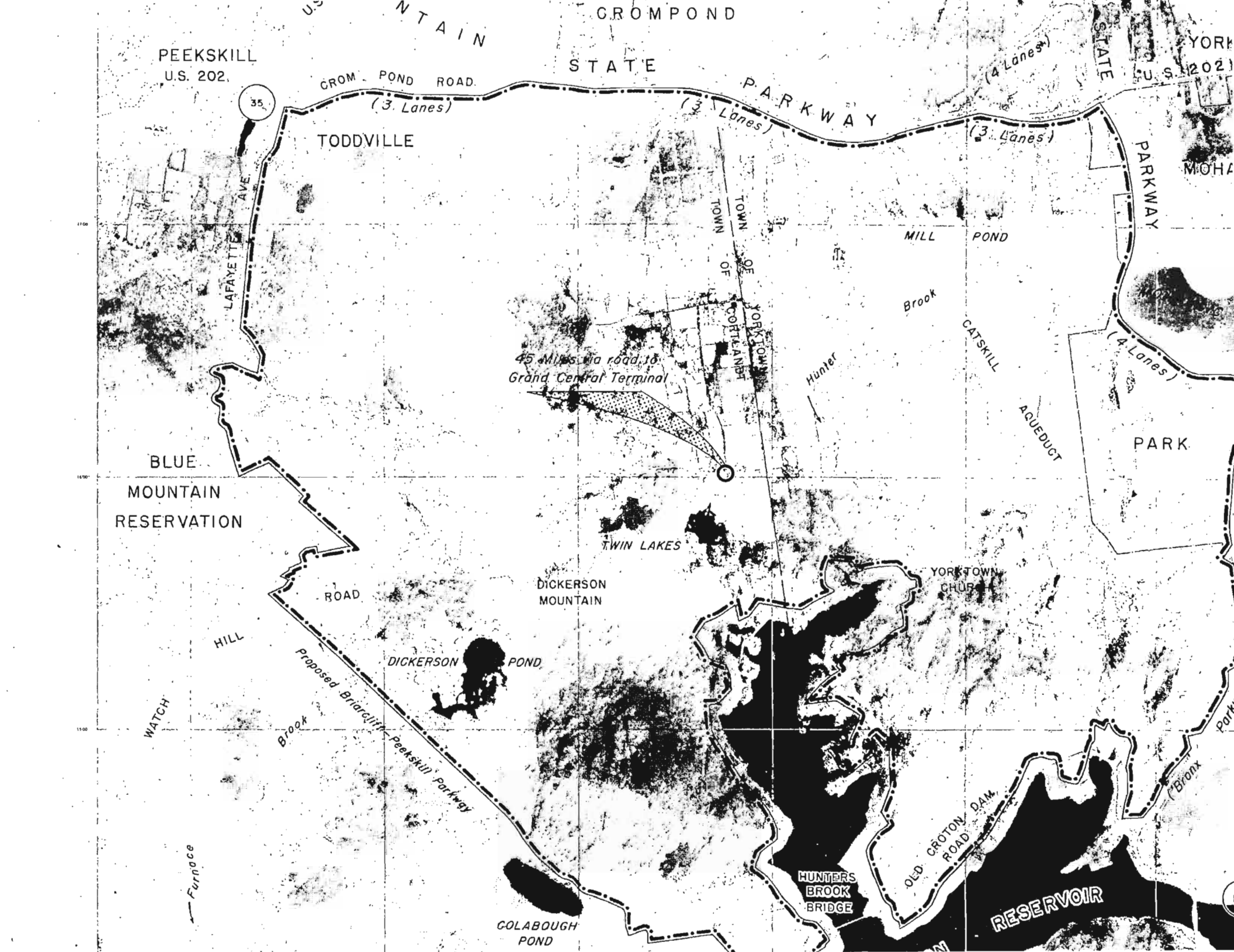

105 MIN.
90 MIN.
75 MIN.
60 MIN.
45 MIN.
30 MIN.
PEEKSKILL 65-45
71-27
66-22
63-23
CROTON ON HUDSON 57-62
47-90
HARMON
OSSINING 44-68
SCARBOROUGH 68-22
43-55
39-54
TARRYTOWN 37-67
64-20
IRVINGTON 39-56
DOBBS FERRY 34-55
ARDSLEY 47-22
ELMSFORD 52-22
YONKERS 26-80
BRYN MAWR 37-21
27-66
BRONXVILLE
29-20
23-94
MT. VERNON
25-87
29-98
28-84
PELHAM
31-82
NEW ROCHELLE
32-87
LARCHMONT
MAMARONECK 37-85
41-85
HARRISON
39-88
RYE
PORT CHESTER 39-99
GREENWICH 43-72
46-57
46-57
47-60
STAMFORD 54-129
58-37
57-4
54-9
DARIEN
61-45
NORWALK 64-8
64-69
58-37
59-33
64-37
SAUGATUCK 69-37
NORWALK MILLS 77-2
NEW CANAAN 68-37
ROUND HILL
WESTPORT 80-27
WILTON 82-21
CANNONDALE 87-17
GEORGETOWN 92-16
BRANCHVILLE 96-20
KATONAH 78-37
GOLDEN'S BRIDGE 83-34
BEDFORD HILLS
74-36
69-38 MT. KISCO
CHAPPAQUA 62-37
57-37 PLEASANTVILLE
THORNWOOD 58-32
54-32
49-32
WHITE PLAINS 38-95
39-62
37-63 SCARSDALE
BRIARCLIFF 71-17
79-22
75-22
CROTON HEIGHTS 85-22
YORKTOWN HEIGHTS 88-22
103-6
MAHWAH
HUDSON RIVER
TACONIC STATE PARKWAY
WESTCHESTER COUNTY
FAIRFIELD COUNTY
MERRITT PARKWAY
HUTCHINSON RIVER PKWY.
NEW YORK
NEW JERSEY
LONG ISLAND
LEGEND
UNITED NAT

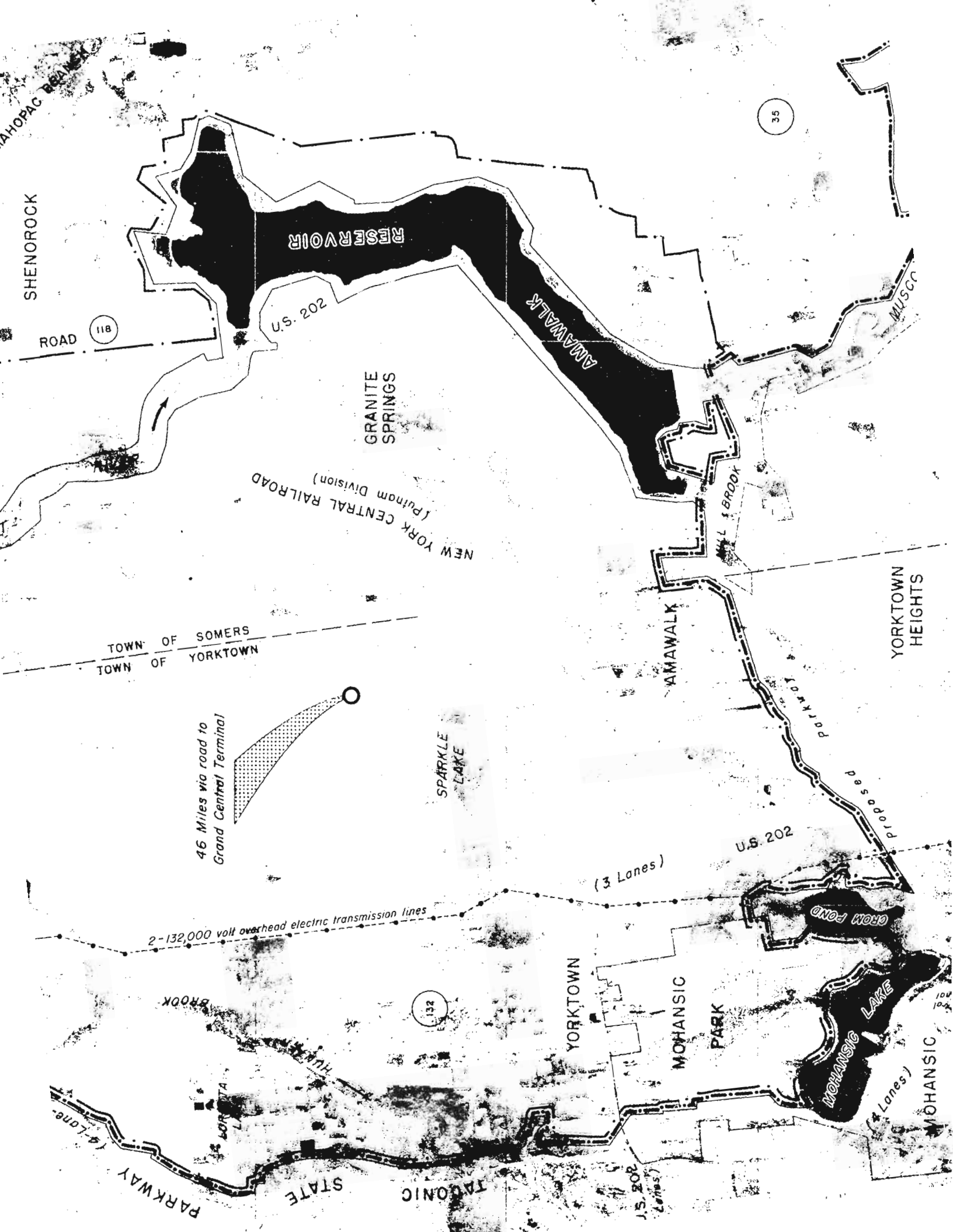

SOUTHPORT
77-19
12


PEEKSKILL
OSSINING
Mt. Kisco
Bedford
Armonk
Round Hill
Pound Ridge
Ridgefield
New Canaan
NORWALK
STAMFORD
Greenwich
WHITE PLAINS
NEW ROCHELLE
TACONIC STATE PARKWAY
SAW MILL RIVER PARKWAY
BRONX RIVER PARKWAY
HUTCHINSON RIVER PKWY.
MERRITT PARKWAY
WESTCHESTER COUNTY
FAIRFIELD COUNTY
HUDSON RIVER
NEW YORK
NEW JERSEY
LONG ISLAND SOU


WESTCHESTER COUNTY AIRPORT
Quarry Heights
Kennelwood Hill
White Plains Reservoirs
Silver Lake Park
WHITE PLAINS
Silver Lake
HARRISON
S-SW APPROACH ZONE
S-SE APPROACH ZONE
Chieftains Estate
Kings Ridge Golf Club
Blind Brook Country Club
NO 4 WHITE TOWER NO 11
Pineridge C C
Purchase Community House
Purchase
ANDERSON HILL ROAD
Century C C
Westchester Green House
HARRISON
OUTER TURNING ZONE
Reed Estate
Brook Farm
Little Brook Farm
Hill Acres Farm
Presby Hosp Farm
Bloomingdale Asylum
St Agnes Hosp
SITE 2
SITE 5
Sky Meadow Farm
Elm Hill Farm
Burke Foundation
Gedley Farms
Old Oak Ridge
St Lukes Hosp
MERRITT PARKWAY
RIVER PKWY
HUTCHINSON
WESTCHESTER
FAIRFIELD
COUNTY
RYE
225
300
375
150
18
24
12
36


PARKS ROAD
LAKE STREET
FOREST LAKE
WESTCHESTER COUNTY AIRPORT
SILVER LAKE PARK
Proposed Throughway
BARNES LANE
PURCHASE STREET
LINCOLN AVENUE
BLIND BROOK
(4 Lanes)
SILVER LAKE
EAST WHITE PLAINS
(East Branch)
OLD OAKS COUNTRY CLUB
CENTURY COUNTRY CLUB
ANDERSON HILL ROAD
Croker Pond
MAMARONECK AVENUE
WESTCHESTER (4 Lanes)
REID ESTATE
27 Miles via road to Grand Central Terminal
BLIND BROOK TURF AND POLO CLUB
HUTCHINSON RIVER PARKWAY (4 Lanes Divided)
(3 Lanes)
MAPLE MOOR
BYRAM RIVER
A 120
120


CROMPOND
PEEKSKILL
U.S. 202
35
CROM POND ROAD
(3 Lanes)
STATE
PARKWAY
(3 Lanes)
(3 Lanes)
(4 Lanes)
STATE
U.S. 202
TODDVILLE
LAFAYETTE AVE.
TOWN OF CORTLANDT
YORKTOWN
MILL POND
Hunter Brook
CATSKILL AQUEDUCT
PARKWAY
(4 Lanes)
PARK
45 Miles via road to Grand Central Terminal
BLUE MOUNTAIN RESERVATION
TWIN LAKES
DICKERSON MOUNTAIN
YORKTOWN CHURCH
ROAD
HILL
DICKERSON POND
Proposed Briarcliff-Peekskill Parkway
WATCH Brook
Furnace
COLABOUGH POND
HUNTERS BROOK BRIDGE
OLD CROTON DAM ROAD
RESERVOIR
Bronx


RESERVOIR
AMAWALK
SHENOROCK
ROAD
118
U.S. 202
GRANITE SPRINGS
NEW YORK CENTRAL RAILROAD
(Putnam Division)
TOWN OF SOMERS
TOWN OF YORKTOWN
46 Miles via road to Grand Central Terminal
SPARKLE LAKE
AMAWALK
YORKTOWN HEIGHTS
Parkway proposed
U.S. 202
(3 Lanes)
2-132,000 volt overhead electric transmission lines
GROM POND
MOHANSIC LAKE
YORKTOWN
MOHANSIC
PARK
132
PARKWAY
STATE
TACONIC
(4 Lanes)
(4 Lanes)