adopted one-sided resolutions on certain political issues or failed to take concrete action on such important matters as international terrorism. To call this trend disturbing is not to depreciate the value to the United States of multilateral institutions in which all nations can be heard on matters that affect their security and welfare, conciliation can be pursued, and vital public services can be provided for the international community.

We attempted to adjust our policy during 1972 to take account of these changes. It became increasingly clear that for the present the most productive possibilities for United Nations action are on global problems of an economic, social, and technological nature. United Nations system expenditures reflected this concentration, with some 95 percent of the resources in 1972 going for programs designed to transfer techniques and skills to less developed nations, set standards for international behavior, and provide public services of benefit to all nations.

The following developments during the year were especially noteworthy:

We were gratified by the General Assembly's endorsement of the reduction of our United Nations budget assessment from 31.52 percent to 25 percent. We believe this to be a healthy development for the organization, which should not be unduly dependent on the contributions of one member. The maximum assessment ceiling beginning next year is expected to fulfill the requirement enacted by the Congress that the United States should pay no more than 25 percent in the United Nations and in certain specialized agencies after January 1, 1974. The vote of over two-thirds in favor of our position reflected a widespread recognition of the equities involved and of political reality, as well as concern for the maintenance of generous U.S. voluntary contributions to United Nations development programs.

Following the landmark conference in Stockholm in June, the institutional foundation was laid for international action to protect the environment and a work program was initiated for this purpose. Measures were taken to deal with environmental problems such as pollution from ocean dumping and the preservation of natural, cultural, and historic heritage areas, and a United Nations fund for the environment, which I had recommended earlier, brought pledges from a number of nations.

On the other hand, a major setback was the United Nations failure to take strong and speedy international legal action to combat international terrorism and provide adequate protection for diplomats—measures advocated by the United States and other concerned nations. The Assembly did, however, set up a committee to study the comments of governments on the problem of international terrorism and submit a report to the next session. While we regret the delay, we hope that the Assembly can make progress on this issue this fall. Progress was made in the International Civil Aviation Organization on the matter of aircraft safety.

The United Nations also advanced its programs for delivering technical assistance to developing nations and setting standards for international behavior in specific fields.

—Management reforms (notably adoption of a country programming system) were implemented which will enable the United Nations Development Program to handle an expanded program of technical assistance more efficiently.

—The organization's capacity to respond to disaster situations was strengthened by the establishment of a United Nations Disaster Relief Office in Geneva, largely as the result of a United States initiative in 1971. The United Nations carried out an unprecedented number of relief activities, notably in Bangladesh and the Sudan.

—There was growing cooperation in outer space. A United Nations working group cooperated in making available to other nations data from our first experimental satellite designed to survey earth resources, and the Convention on International Liability for Damage Caused by Space Objects, which had been negotiated by a United Nations committee, entered into force on September 1.

—The momentum of international action against drug abuse was furthered in several ways: with the drafting of an amending protocol to the 1961 Single Convention on Narcotic Drugs, through increased activity by and contributions to the United Nations Fund for Drug Abuse Control, and through a more active role by the International Narcotics Control Board.

—The population program was placed on a sounder administrative footing by linking the United Nations Fund for Population Activities to the United Nations Development Program. Preparations were continued for the World Population Conference in 1974, which is expected to be as important as the 1972 environment conference.

—Perhaps of the greatest potential significance were the steps taken to accelerate preparations for the Law of the Sea Conference, which will come to grips with such matters as the nature of the international regime for the deep seabed, the breadth of the territorial sea, free transit through international straits, fisheries, marine pollution, and scientific research. A successful resolution of these very difficult issues would help to prevent conflict and assure that the resources in and under the oceans will be equitably and rationally utilized.

The "quiet side" of the United Nations also produced important accomplishments which are covered in this report. Especially noteworthy were the International Atomic Energy Agency's expanded "safeguards" programs to prevent the diversion to weapons use of nuclear materials intended for peaceful uses; the Inter-Governmental Maritime Consultative Organization's efforts at spurring agreement to control pollution from ocean dumping; the International Civil Aviation Organization's efforts to devise effective measures for safe and efficient air travel; the World Health Organization's continued campaign to suppress communicable diseases and raise the standards of health care; the Food and Agriculture Organization's work to expand agricultural production and improve nutrition; and the United Nations Educational, Scientific and Cultural Organization's activities to expand scientific communication and protect the world's cultural heritage.

All these activities clearly demonstrate the stake we have in United Nations efforts to control new technologies for the common good, to bridge the gap between developed and developing countries on matters of trade and aid, to facilitate the exchange of technical and scientific knowledge, and to set standards of behavior for international activity. To these concerns—and to the need to improve the functioning of all multilateral institutions—our Nation must give increasing attention in the coming years.

RICHARD NIXON.

THE WHITE HOUSE, *September 6, 1973.*

MESSAGE FROM THE HOUSE

A message from the House of Representatives by Mr. Hackney, one of its reading clerks, announced that the House had agreed to the report of the committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 1672) to amend the Small Business Act.

The message also announced that the House had agreed to the report of the committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 6912) to amend the Par Value Modification Act, and for other purposes.

TIME LIMITATION AGREEMENT ON HUD APPROPRIATIONS CONFERENCE REPORT

Mr. ROBERT C. BYRD. Mr. President, I ask unanimous consent that there be a time limitation on the HUD appropriations conference report of 1 hour, to be equally divided between the Senator from Wisconsin (Mr. PROXMIRE) and the Senator from North Dakota (Mr. YOUNG), and that time on any debatable motion or appeal be limited to 20 minutes, to be divided and controlled in accordance with the usual form.

The PRESIDING OFFICER. Without objection, it is so ordered.

TIME LIMITATION AGREEMENT ON PAR VALUE MODIFICATION CONFERENCE REPORT

Mr. ROBERT C. BYRD. Mr. President, I ask unanimous consent that upon the disposition of the HUD conference report tomorrow, the Senate proceed to the consideration of the conference report on par value modification; that there be a time limitation of 20 minutes thereon to be equally divided between the Senator from Alabama (Mr. SPARKMAN) and the

Senator from Texas (Mr. TOWER); and that time on any debatable motion or appeal be limited to 10 minutes, to be divided and controlled in the usual form.

The PRESIDING OFFICER. Without objection, it is so ordered.

TIME LIMITATION AGREEMENT ON S. 386, THE URBAN MASS TRANSPORTATION ACT

Mr. ROBERT C. BYRD. Mr. President, I ask unanimous consent that upon the disposition of the conference report on par value modification tomorrow, the Senate proceed to the consideration of S. 386, the bill to amend the Urban Mass Transportation Act of 1964.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. ROBERT C. BYRD. Mr. President, I ask unanimous consent that there be a time limitation on S. 386 of 2 hours, to be equally divided between the Senator from New Jersey (Mr. WILLIAMS) and the Senator from Texas (Mr. TOWER); that time on any amendment, debatable motion, or appeal be limited to 30 minutes, to be divided and controlled in the usual form, and that the agreement be in the usual form.

The PRESIDING OFFICER. Without objection, it is so ordered.

The text of the unanimous consent agreements is as follows:

H.R. 8825

Ordered, That, during the consideration of the conference report on H.R. 8825, the HUD Appropriation Bill, debate on any debatable motion or appeal shall be limited to 20 minutes, to be equally divided and controlled by the mover of such and the manager of the conference report.

Ordered further, That on the question of the adoption of the conference report debate shall be limited to 1 hour, to be equally divided and controlled, respectively, by the Senator from Wisconsin (Mr. PROXMIRE) and the Senator from North Dakota (Mr. YOUNG): *Provided*, That the said Senators, or either of them, may, from the time under their control on the adoption of the said conference report, allot additional time to any Senator during the consideration of any debatable motion or appeal.

H.R. 6912

Ordered, That, during the consideration of the conference report on H.R. 6912, the Par Value Modification Bill, debate on any debatable motion or appeal shall be limited to 10 minutes, to be equally divided and controlled by the mover of such and the manager of the conference report.

Ordered further, That on the question of the adoption of the conference report debate shall be limited to 20 minutes, to be equally divided and controlled, respectively, by the Senator from Alabama (Mr. SPARKMAN) and the Senator from Texas (Mr. TOWER): *Provided*, That the said Senators, or either of them, may, from the time under their control on the adoption of the said conference report, allot additional time to any Senator during the consideration of any debatable motion or appeal.

S. 386

Ordered, That, during the consideration of S. 386, a bill to amend the Urban Mass Transportation Act of 1964, debate on any amendment, debatable motion or appeal shall be limited to 30 minutes, to be equally divided and controlled by the mover of such and the manager of the bill: *Provided*, That in the event the manager of the bill is in favor of any such amendment or motion, the time in opposition thereto shall be controlled by the minority leader or his designee: *Provided further*, That no amendment that is not germane to the provisions of the said bill shall be received.

Ordered further, That on the question of the final passage of the said bill debate shall be limited to 2 hours, to be equally divided and controlled, respectively, by the Senator from New Jersey (Mr. WILLIAMS) and the Senator from Texas (Mr. TOWER): *Provided*, That the said Senators, or either of them, may, from the time under their control on the passage of the said bill, allot additional time to any Senator during the consideration of any amendment, motion or appeal.

REMOVAL OF TELEVISION BLACKOUT OF CERTAIN PROFESSIONAL GAMES

The PRESIDING OFFICER. Under the previous order, the Senate will now proceed to the consideration of S. 1841 which the clerk will state.

The bill was read by title as follows:

A bill (S. 1841) to amend the Communications Act of 1934 for one year with respect to certain agreements relating to the broadcasting of home games of certain professional athletic teams.

The Senate proceeded to consider the bill.

Mr. COOK. Mr. President, I ask unanimous consent that Mr. John Yarmuth of my staff be permitted the privilege of the floor during the debate on this bill.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. PASTORE. Mr. President, I make the same unanimous consent request for Mr. John Hardy and Mr. Nick Zapple.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. PASTORE. Mr. President, this legislation would, in effect, prohibit any television broadcast licensee, cable television system, or network television broadcast organization from carrying out any contract or arrangement whereby the station, network, or system is prevented from broadcasting or carrying the home games of any professional football, baseball, basketball, or hockey team when tickets for admission to such games are no longer available for purchase by the general public 48 hours or more before the scheduled beginning time of such game.

The proposal would terminate after 1 year following its date of enactment.

Mr. President, this bill simply recognizes that these professional sports cannot have it both ways. The public has given these sports leagues two extraordinarily lucrative financial privileges—a special exemption from the antitrust laws so that each league may sell its television rights as a package; and access to a valuable public resource—the airwaves.

It took an act of Congress in 1961 to enable these leagues to pool their television rights, because earlier in that year a Federal district court had prohibited the NFL teams from pooling them. The court felt such an agreement violated the Federal antitrust laws.

The privilege to do this has, of course, meant a source of substantial revenues was made available to the NFL club owners.

An indication of how valuable their ability to do so is, may be seen by comparing the television revenues of each NFL team in 1961—the first year television rights were sold as a package—with the revenues each team received last year. In 1961 the amount was $332,000; in 1972 it was $1.5 million. Recent figures show that the three networks have paid the NFL a total of $47 million for the 1973 TV rights.

Mr. President, in my judgment the Congress would be derelict if we permitted these leagues to turn this opportunity to negotiate collectively into a source of private enrichment without regard to public benefit. After all it was the public's interest which made it possible for Congress to give these leagues the advantage in the first place.

Congress expected them to use the exemption for the public's benefit. We certainly did not and do not expect these leagues to subvert their privilege by requiring the public to pay an extra fee for "home games."

Mr. President, the preferential treatment given professional sports does not end with the exemption from antitrust laws. They have received another privilege as well.

I am, of course, referring to the access the teams have to the public airwaves.

The privilege to use the public airwaves is conditioned upon and subject to the interest of the public in their larger and more effective use. This is a fundamental principle underlying our system of communications. All programing is subordinate to it.

Professional teams as well as broadcasters, television networks, and CATV systems reap lucrative financial rewards from the use of this public resource.

Under the circumstances, I believe that when fans are unable to attend the home games of a local professional team because tickets are unavailable, the public's overriding interest in the larger and more effective use of the airwaves should enable them to view these games.

Mr. President, the chief contention made by those who support the present blackout policy is that if the blackout were lifted, a significant increase in the number of "no shows" will result. This in turn will have immediate adverse impact on the sale of frankfurters and revenues from parking concessions. This argument, I believe, is highly speculative. The 1-year experience under this legislation should answer this question in a definitive and factual manner.

Mr. President, one technical matter should be clarified in order that the RECORD is complete. On the first page of the report accompanying this bill it is indicated there were 384 regular season professional football games. That figure should be 182.

I should like to add a few other points that I think should be called to the attention of the Senate and to the public at large.

First of all, there is no rancor or punitive motive on the part of the Congress in acting in this respect. I mean we are grateful to the National Football League for the entertainment and the satisfaction it has brought to millions upon mil-