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ECONOMIC DEVELOPMENT OF UNDER-DEVELOPED COUNTRIES

Provision of food surpluses to food-deficient peoples  
through the United Nations system

Report of the Second Committee

Rapporteur: Mr. Yusuf J. AHMAD (Pakistan)

1. The General Assembly, at its 881st plenary meeting on 1 October 1960, allocated item 29 of its agenda, "Economic development of under-developed countries", to the Second Committee.
2. The present report covers the Committee's consideration of a draft resolution (A/C.2/L.459) submitted by Canada, Haiti, Liberia, Pakistan, the United States of America and Venezuela entitled "Provision of food surpluses to needy peoples through the United Nations system". Other questions to be considered under item 29 will be dealt with in a subsequent report. The question of the provision of food surpluses was considered at the Committee's 649th, 650th, 652nd and 655th-658th meetings.
3. On the request of the representative of the United States, the Committee considered at its 650th and 652nd meetings giving priority to the consideration of the joint draft resolution. As the Committee had already approved its organization of work (A/C.2/L.457 and A/C.2/SR.645), the Chairman, in response to a query by the representative of Canada, ruled that the matter fell under rule 124 of the rules of procedure. The Committee decided by 36 votes to 12, with 27 abstentions, to give priority to the consideration of the six-Power draft resolution.
4. The joint draft resolution (A/C.2/L.459), which was presented to the Committee at its 649th meeting, read as follows:

"The General Assembly,

"Considering that the peoples in many of the less developed countries suffer from serious shortages of food, which cause human suffering and retard economic progress,

"Noting with appreciation that many Member States are co-operating to alleviate food shortages, build national food reserves and promote economic development in the less developed countries,

"Noting with approval that the Food and Agriculture Organization of the United Nations, in co-operation with the United Nations, appropriate specialized agencies, Member Governments, and non-governmental organizations, has launched a 'Freedom from Hunger Campaign' designed as a concerted attack on the problem of providing adequate food for present and future generations,

"Recalling General Assembly resolution 1025 (XI) and Economic and Social Council resolution 685 (XXVI) concerning international co-operation in the establishment of national food reserves,

"Convinced of the impelling need to solve the problem of hunger and malnutrition among many peoples and of the vital role which the United Nations family can play in actions designed to solve this critical problem,

"Further convinced that better fed peoples will help raise productivity and thus contribute to the increase of their standard of living,

"1. Endorses the 'Freedom from Hunger Campaign' launched by the Food and Agriculture Organization of the United Nations and urges all Members of the United Nations and of the specialized agencies to support this campaign in every appropriate way;

"2. Appeals to Members of the United Nations and the specialized agencies to take suitable measures to relieve the suffering of needy people in other nations and assist them in their economic development and in their efforts toward a better life;

"3. Calls attention to the contribution which the appropriate utilization of food surpluses can have in the economic development of the less developed countries;

"4. Expresses the belief that international assistance in the establishment of national food reserves in food-deficient countries is one effective means to achieve this goal;

"5. Invites the Food and Agriculture Organization of the United Nations, after consulting Member Governments, the Secretary-General and appropriate specialized agencies of the United Nations, to establish without delay procedures - in particular for consultation and the dissemination of information - by which, with the assistance of the United Nations system, the largest practicable quantities of surplus food may be made available on special conditions; such procedures to be in accordance with the Food and Agriculture Organization's principles for disposal of surplus commodities and compatible with desirable agricultural development in the less developed countries;

"6. Further invites the Food and Agriculture Organization of the United Nations, in consultation with Member Governments, the Secretary-General of the United Nations, appropriate specialized agencies and other international bodies (such as the International Wheat Council, the Wheat Utilization Committee, etc.), to undertake a study of the feasibility and acceptability of additional arrangements, having as their objective the mobilization of available surplus foodstuffs and their distribution in areas of greatest need, particularly in the economically less developed countries;

"7. Requests the Director-General of the Food and Agriculture Organization to report on action taken to the Economic and Social Council at its thirty-second session;

"8. Requests the Secretary-General, after such consultations as he may deem necessary, to report to the Economic and Social Council at its thirty-second session on the role which the United Nations and the appropriate specialized agencies could play to facilitate the best possible use of food surpluses for the economic development of the less developed countries."

5. The Committee began its consideration of the joint draft resolution at its 655th meeting. At the beginning of the 656th meeting, the sponsors accepted a number of suggestions for changes in the text which had been made at the previous meeting. These changes were as follows:

(a) Two additional preambular paragraphs were inserted, after the fifth preambular paragraph, to read as follows:

"Bearing in mind the existing opportunities for consultation and exchange of information provided by the FAO through its Consultative Sub-Committee on Surplus Disposals,

"Recognizing that the FAO Principles of Surplus Disposal and Guiding Lines are a valuable instrument for guidance to Governments in transactions, programmes, policies, and consultations relating to disposals and utilization of agricultural surpluses."

(b) In operative paragraph 5 of the revised text, the words "on special conditions" were replaced by the words "on mutually agreeable terms" and the words "in accordance with the Food and Agriculture Organization's principles for disposal of surplus commodities and" were deleted.

(c) A new operative paragraph 9, reading as follows, was added:

"9. Stresses that any action taken or contemplated under this resolution proceed in accordance with the FAO principles and guiding lines for the disposal of surplus commodities, and specifically with proper safeguards against adverse effects upon the economic and financial position of those countries which depend primarily on the export of food commodities, and recognizing that avoidance of damage to normal trade in foodstuffs will best be assured by multilateral trading practices."

These changes were incorporated in document A/C.2/L.459/Rev.1.

6. In the light of further suggestions, the sponsors of the joint draft resolution made the following additional changes:

(a) In operative paragraph 8, the words "after such consultations" were replaced by the words "in consultation with the Director-General of the Food and Agriculture Organization and after such other consultations";

(b) In operative paragraph 9, the words "to normal trade" were replaced by the words "to normal trading".

7. At the 657th meeting, the following amendments were tabled:

(a) Afghanistan and the United Arab Republic proposed (A/C.2/L.463 and Corr.1 (French only)) that the words "and without prejudice to bilateral arrangements for this purpose" should be inserted in operative paragraph 5 after the words "mutually agreeable terms".

(b) Czechoslovakia proposed (A/C.2/L.464) the addition of a new operative paragraph 10 which would read as follows:

"Requests the FAO to elaborate further appropriate measures against dumping of agricultural surpluses on the international market."

(c) Guinea proposed (A/C.2/L.467) the following amendments:

(i) First preambular paragraph: Delete the last phrase after the word "food".

(ii) Third preambular paragraph: Replace the words "present and future generations" by the word "peoples".

- (iii) Fifth preambular paragraph: Delete the word "vital" and add the word "help" before the words "solve this critical problem".
- (iv) Eighth preambular paragraph: Reword the paragraph to read "further convinced that assistance to under-fed peoples can contribute to the increase of their standard of living."
- (v) Operative paragraph 2: Replace the word "needy" by the word "under-privileged".
- (vi) Delete operative paragraph 3.

8. At the 658th meeting, a second revision of the joint draft resolution (A/C.2/L.459/Rev.2 and Corr.1) was introduced, including the following changes in addition to those incorporated in the first revision:

#### Preamble

- (a) The second paragraph was deleted.
- (b) The opening phrase of the fourth paragraph was changed to read:

"Recalling General Assembly resolutions 827 (IX) and 1025 (XI) and Economic and Social Council resolutions 621 (XXII) and 685 (XXVI)...".

- (c) A new paragraph was inserted as the sixth preambular paragraph, reading as follows:

"Recognizing further that the ultimate solution to the problem of hunger lies in an effective acceleration of economic development allowing the under-developed countries to increase their food production and enabling them to purchase more food through normal channels of international trade,"

- (d) The fifth paragraph became the seventh preambular paragraph.

#### Operative part

- (e) Paragraph 3 was deleted, and subsequent paragraphs were renumbered.
- (f) Paragraph 4 was reworded to read as follows:

"Expresses the belief that international assistance in the establishment of national food reserves in food-deficient countries is one effective transitional means to assist accelerated economic development in the less developed countries."

(g) In paragraph 5 the words "as a short-term measure against hunger" were inserted after the words "mutually agreeable terms" and the phrase "and without prejudice to bilateral arrangements for this purpose which do not infringe on the FAO principles" was added at the end of the paragraph.

(h) In paragraph 6 the words "including multilateral arrangements under the auspices of the FAO" were inserted after the words "acceptability of additional arrangements".

(i) In paragraph 8 the phrase "in consultation with the Director-General of the FAO and" was inserted after the words "Requests the Secretary-General".

(j) A new paragraph reading as follows was inserted as operative paragraph 8:

"Recommends that the Secretary-General in preparing, in consultation with the Director-General of the FAO, the provisional programme for the joint meeting of the Commission on International Commodity Trade and the Committee on Commodity Problems of the FAO which will examine a report on the prospects of production of and demand for primary commodities, include the question of the production of and demand for food in relation with the problem of hunger;"

(k) In paragraph 9, the words "proper safeguards against adverse effects" were changed to read "adequate safeguards against dumping and against adverse effects."

9. At the 458th meeting, the sponsors agreed to include changes covering the amendments submitted by the representative of Guinea (A/C.2/L.467) and a number of oral amendments suggested by other delegations, as follows:

#### Preamble

(a) The phrase reading "which cause human suffering and retard economic progress" was deleted from the first paragraph.

(b) The words "present and future generations" were replaced by the words "food-deficient peoples" in the second paragraph.

(c) The word "help" was inserted before the words "solve this critical problem" in the seventh paragraph, and the word "vital" was deleted.

(d) The words "better fed" were replaced by "assistance to food-deficient" in the eighth paragraph.

Operative part

(e) Paragraph 2: the word "needy" was replaced by the words "food-deficient".

(f) Paragraph 4: the word "short-term" was replaced by "transitional", the phrase "as a contribution to economic development" was inserted after the words "desirable agricultural development" and the words "which do not infringe on" were replaced by "and compatible with".

10. Since their substance had been incorporated in the draft resolution, the representatives of Afghanistan and the United Arab Republic and of Guinea withdrew their amendments (A/C.2/L.463 and A/C.2/L.467, respectively).

11. In connexion with the amendment by Czechoslovakia (A/C.2/L.464), and the modification accepted by the sponsors (see paragraph 8 (k), above), the representative of the United Arab Republic proposed that in operative paragraph 9 the words "dumping and against" be deleted and that the following phrase be inserted after the words "adequate safeguards":

"and appropriate measures against dumping of agricultural surpluses on the international markets".

12. The sponsors of the draft resolution accepted the proposed amendment by the United Arab Republic to operative paragraph 9, whereupon the representative of Czechoslovakia withdrew his amendment (A/C.2/L.464).

13. The Byelorussian Soviet Socialist Republic proposed (A/C.2/L.468) the following amendments to the operative part:

(a) Operative paragraph 1: Replace the words "Members of the United Nations and of the specialized agencies" by the word "States".

(b) Operative paragraph 2: Replace the words "Members of the United Nations and the specialized agencies" by the words "all States".

(c) Operative paragraph 9: Replace the word "multilateral" by the words "mutually beneficial".

14. On the suggestion of the representative of New Zealand, the representative of the United States, on behalf of the sponsors, agreed to delete, in operative paragraph 4, the word "and" between the words "to bilateral arrangements for this purpose" and "compatible with the FAO principles". The representatives of Afghanistan and the United Arab Republic then proposed that the word "and" should be reinserted.

15. On the suggestion of the representative of Ceylon, the sponsors agreed to replace the word "needy" by "food-deficient" in the title of the resolution.

16. The Committee then voted on the second revised draft resolution (A/C.2/L.459/Rev.2 and Corr.1), as amended orally by the sponsors (see paragraphs 9 and 12 above), on the Byelorussian SSR amendments to it (A/C.2/L.468) and on the oral amendment by Afghanistan and the United Arab Republic (see paragraph 14 above). Separate votes on operative paragraphs 4, 5 and 6 were requested by the representative of Argentina.

The first amendment by the Byelorussian SSR (A/C.2/L.468) was rejected by 35 votes to 24, with 12 abstentions.

The second amendment by the Byelorussian SSR was rejected by 35 votes to 24, with 13 abstentions.

The oral amendment by Afghanistan and the United Arab Republic was adopted by 25 votes to 21, with 24 abstentions.

The third amendment by the Byelorussian SSR was rejected by 38 votes to 12, with 20 abstentions.

Operative paragraph 4 was adopted by 60 votes to none, with 6 abstentions.

Operative paragraph 5 was adopted by 64 votes to none, with 8 abstentions.

Operative paragraph 6 was adopted by 67 votes to none, with 5 abstentions.

The draft resolution as a whole, as amended, was adopted unanimously.

17. Following suggestions made by a number of representatives, the Committee agreed that the Secretary-General should transmit to the FAO the summary records of its discussions on this draft resolution.

#### Recommendation of the Second Committee

18. The Committee therefore recommends to the General Assembly the adoption of the following draft resolution:

Provision of food surpluses to food-deficient peoples  
through the United Nations system

The General Assembly,

Considering that the peoples in many of the less developed countries suffer from serious shortages of food,

Noting with approval that the Food and Agriculture Organization of the United Nations (FAO), in co-operation with the United Nations, appropriate specialized agencies, Governments of Member States and non-governmental organizations, has launched a "Freedom from Hunger Campaign" designed as a concerted attack on the problem of providing adequate food for food-deficient peoples.

Recalling General Assembly resolutions 827 (IX) of 14 December 1954 and 1025 (XI) of 20 February 1957 and Economic and Social Council resolutions 621 (XXII) of 6 August 1956 and 685 (XXVI) of 18 July 1958 concerning international co-operation in the establishment of national food reserves,

Bearing in mind the existing opportunities for consultation and exchange of information provided by FAO through its Consultative Sub-Committee on Surplus Disposals,

Recognizing that the FAO Principles of Surplus Disposal and Guiding Lines are a valuable instrument for guidance to Governments in transactions, programmes, policies, and consultations relating to disposals and utilization of agricultural surpluses,

Recognizing further that the ultimate solution to the problem of hunger lies in an effective acceleration of economic development allowing the under-developed countries to increase their food production and enabling them to purchase more food through normal channels of international trade,

Convinced of the impelling need to solve the problem of hunger and malnutrition among many peoples and of the role which the United Nations system can play in actions designed to help solve this critical problem,

Further convinced that assistance to food-deficient peoples will help raise productivity and thus contribute to the increase of their standard of living,

1. Endorses the "Freedom from Hunger Campaign" launched by FAO and urges all Members of the United Nations and of the specialized agencies to support this campaign in every appropriate way;

2. Appeals to Members of the United Nations and the specialized agencies to take suitable measures to relieve the suffering of food-deficient people in other nations and assist them in their economic development and in their efforts towards a better life;

3. Expresses the belief that international assistance in the establishment of national food reserves in food-deficient countries is one effective transitional means to assist accelerated economic development in the less developed countries;

4. Invites FAO, after consulting Governments of Member States, the Secretary-General and appropriate specialized agencies of the United Nations, to establish without delay procedures - in particular for consultation and the dissemination of information - by which, with the assistance of the United Nations system, the largest practicable quantities of surplus food may be made available on mutually agreeable terms as a transitional measure against hunger, such procedures to be compatible with desirable agricultural development as a contribution to economic development in the less developed countries and without prejudice to bilateral arrangements for this purpose and compatible with the FAO principles;

5. Further invites FAO, in consultation with Governments of Member States, the Secretary-General, appropriate specialized agencies and other international bodies (such as the International Wheat Council, the Wheat Utilization Committee, etc.), to undertake a study of the feasibility and acceptability of additional arrangements, including multilateral arrangements under the auspices of FAO, having as their objective the mobilization of available surplus foodstuffs and their distribution in areas of greatest need, particularly in the economically less developed countries;

6. Requests the Director-General of FAO to report on action taken to the Economic and Social Council at its thirty-second session;

7. Requests the Secretary-General, in consultation with the Director-General of FAO and after such other consultations as he may deem necessary, to report to the Economic and Social Council at its thirty-second session on the role which the United Nations and the appropriate specialized agencies could play to facilitate the best possible use of food surpluses for the economic development of the less developed countries;

8. Recommends that the Secretary-General, in preparing, in consultation with the Director-General of FAO, the provisional programme for the joint meeting of the Commission on International Commodity Trade and the Committee on Commodity Problems of FAO which will examine a report on the prospects of production of, and demand for, primary commodities, include the question of the production of, and demand for, food in relation with the problem of hunger;

9. Stresses that any action taken or contemplated under this resolution proceed in accordance with the FAO Principles of Surplus Disposals and Guiding Lines, and specifically with adequate safeguards and appropriate measures against dumping of agricultural surpluses on the international markets and against adverse effects upon the economic and financial position of those countries which depend for their foreign exchange earnings primarily on the export of food commodities, and recognizing that avoidance of damage to normal trading in foodstuffs will best be assured by multilateral trading practices.

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