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*Chairman:* Mr. Jorge Pablo FERNANDINI  
(Peru).

AGENDA ITEM 47

Multilateral food aid (continued) (A/6703 and Corr.1, chap. IV, sect. I and II; A/6823):

- (a) Programme of studies on multilateral food aid: report of the Secretary-General (E/4352 and Add.1);
- (b) Review of the World Food Programme (A/C.2/238, A/C.2/240)

1. Mr. FOURATI (Tunisia) said that his delegation fully shared the apprehension expressed in the Secretary-General's progress report on multilateral food aid (E/4352 and Add.1). The threat of famine still hung over mankind and was most serious in the under-developed countries, where population growth had outpaced the capacity to develop natural resources. The estimate that over 20 per cent of the population of developing countries was starving and over 50 per cent undernourished was probably exaggerated; an even more striking fact was, however, that 40 million of the 60 million deaths occurring every year in the world were attributed to starvation. With the exhaustion of the food surpluses which had helped to avert famine in recent years, the gravity of the situation had increased.

2. Obviously, the long-term answer to the problem required not only increased food production but the slowing down of population growth. For that reason, his Government's development plans provided for agricultural development to be accompanied by birth control programmes and the training of the cadres without which no programmes could be successfully

implemented. It had realized the need to develop among its people an understanding of the impact of population growth on economic and social progress, and on the growth of national income. At the same time, legislation had been enacted permitting the sale of contraceptives, prohibiting polygamy and fixing minimum ages for marriage; similarly, family allowances were no longer payable to families with more than four children.

3. Agriculture, on the other hand, was considered by his Government to be an essential prerequisite for economic development and industrialization, and it absorbed one third of all his country's capital investment, the purpose of which was to achieve self-sufficiency in food, higher levels of living, an improved balance-of-payments position and industrial development. The sacrifices his and other developing countries were making to attain such objectives deserved and required international support, since only the concerted efforts of all States could avert famine and ensure the survival of mankind.

4. Mr. KURIYAMA (Japan) said that his delegation was prepared to support the draft resolution (see A/6823, para. 5) submitted for adoption by the General Assembly in Economic and Social Council resolution 1255 (XLIII). His Government would continue to cooperate with the World Food Programme in so far as its resources permitted, but in view of heavy financial commitments to other assistance programmes, it could not commit itself to any specific contribution towards the target of \$200 million for the period 1969-1970.

5. The preliminary report on the programme of studies on multilateral food aid (E/4352 and Add.1) identified the two main issues to be faced: the long-term problem of increasing food production in developing countries and the immediate need to meet the food deficit in those countries from outside sources. As matters stood, the magnitude of the problem was such as to stifle the growth potential of a number of developing countries and there was an obvious need for increased effort by the international community.

6. There were, however, some points in the report which required more thorough analysis. For example, the entire report was based on the proposition that there were no longer any food surpluses which could be transferred from developed to developing countries; the disappearance of surplus stocks had, however, been occasioned by short-term factors and the productive capacity of agriculture in some developed countries might allow for a more optimistic forecast of future supplies.

7. Moreover, his Government believed that any undertaking to combat hunger should combine food aid with assistance for increasing agricultural production in the countries concerned. The need for such combined assistance was made more acute by the difficulties of burden-sharing, to which only brief reference was made in the report. Food aid represented a substantial burden on the economies of countries, such as his, which had no surplus food production capacity and therefore no incentive for participating in an expanded programme of food aid unless allowed to do so in a different manner from food-exporting countries. His delegation had therefore been gratified at the statements of the Executive Director of the World Food Programme and the representative of the Food and Agriculture Organization of the United Nations (FAO) (1162nd meeting) that the possibility of combining food aid with agricultural aid was under serious consideration, and it hoped that attention would be given to such an approach in the Secretary-General's final report.

8. Mr. AKSIN (Turkey) said it appeared from recent information that earlier forecasts of mass hunger and starvation might not be fulfilled. There were signs that population growth could be kept at a manageable level, that improved seeds and techniques were likely to lead to substantial increases in the agricultural output of developing countries and that the international community was determined to prevent large-scale hunger. The programme of studies of multilateral food aid was an expression of that collective determination.

9. His delegation believed, however, that food aid was only a palliative: the ultimate objective should be to help the developing countries to become relatively self-sufficient in food production. Accordingly, if multilateral food aid were to be successful, it would require co-operation between all the organs of the United Nations involved, and the Governments of those countries which provided food aid on a bilateral basis. The World Food Programme had acquired useful experience in the administration of food aid projects which should be utilized in any new multilateral programme. His delegation supported the new target for the Programme and the draft resolution on the subject which was before the Committee (see A/6823, para. 5).

10. Mr. BROMMELAND (Norway) said that the responsibility for ensuring adequate nourishment for the world population lay with the international community. While the long-term aim must be to increase the developing countries' self-sufficiency or their capacity to import food, the gap between increasing demands and available food resources in those countries must be narrowed in the short- and medium-term by transfers of food. In order to achieve the long-term aim, Norway was considering placing greater emphasis on agriculture and fisheries in its foreign assistance programme. It was also prepared to assume a reasonable share of international efforts under the World Food Programme and similar arrangements. In that connexion, the Norwegian delegation would support the draft resolution recommended by the Economic and Social Council concerning the target of contributions to the Programme for the years 1969

and 1970. From 1968, Norway's appropriations for the World Food Programme would be transferable, from one year to the next as proposed in operative paragraph 3 of that draft resolution.

11. The food problem involved not only the quantity, but also the quality, of available food. The Advisory Committee on the Application of Science and Technology to Development had stressed the importance of proteins and the need to improve and increase animal and vegetable protein production, to develop fishing industries and to encourage scientific research on proteins. The fishing catch of Norway, which was the fifth largest fishing nation in the world and a major supplier of fish and fish products to other countries, had totalled 2.8 million tons in 1966, but it had not been possible to increase the export of traditional fish products sufficiently to utilize all the protein resources available, and a large proportion of high-quality catches was now industrially processed for animal fodder. New ways to make better use of those rich protein resources for human consumption were therefore being sought, and the Norwegian Agency for International Development had financed five experimental projects with a view to working out methods of producing edible flour from fish. Although those experiments had not yet achieved their goal, a study group, which was in contact with the administration of the World Food Programme, had been set up to continue those efforts.

12. The Secretary-General's progress report (E/4352 and Add.1) showed that considerable efforts had been made to plan a future multilateral system of food aid. Such a system would require proper co-ordination through a centralized administration; the latter should be established as far as possible on the basis of the present World Food Programme, which had several years' useful experience. With regard to the statement in paragraph 136 of the progress report that participating countries would be likely to make their contributions in diverse ways, including transport facilities, it would be recalled that when the World Food Programme had been established, it had been agreed that contributions to meet the cost of transport services should be made in cash, and that the recently concluded Food Aid Convention provided that transport costs should be fixed at the lowest possible level in the free market. The serious valuation problem posed by contributions in kind applied to contributions in the form of transport services; moreover, contributions in the form of shipping services would infringe the principle of free competition in international transport, contain an element of flag discrimination, and deprive the Programme of the opportunity to obtain the best and most reasonable transport for the resources available. Any future programme of multilateral food aid should therefore exclude the possibility of contributions being made in the form of transport services, the cost of which could be met by cash contributions. Any other arrangement would detract from the efficiency of the Programme and imply flag discrimination which could not be accepted by Norway and other shipping nations.

13. Sir Edward WARNER (United Kingdom) said that, in the Economic and Social Council and its Economic Committee, his delegation had made certain

detailed criticisms and suggestions regarding the Secretary-General's progress report (E/4352 and Add.1), which it regarded as the best document yet submitted on the subject. The final study would, no doubt, take full account of the new situation created by the conclusion of the Food Aid Convention, which formed part of the International Grains Arrangement 1967, and which had not been given detailed consideration in the progress report. The Convention was the most important practical step that could at present be taken to provide food for those in need, until such time as they could become self-sufficient. The Convention would remain in effect until June 1971, by which time the larger countries concerned hoped to be self-sufficient in cereals. While not in itself a multilateral scheme, it would permit donors to allocate part of all of their contributions to the World Food Programme, thus substantially securing the Programme's future in the next phase of its operation. The joint study undertaken by the United Nations and FAO had rightly shown that many problems were involved in the concept of a wholly multilateral food aid scheme, and that a number of factors, in particular, the relation of food aid to total aid and to the development requirements of individual countries, required careful consideration. While the idea of such a scheme should be considered when the necessary information was available, it would not be desirable to reach any conclusions or take any measures which might prejudice or delay the entry into effect of the Food Aid Convention on 1 July 1968.

14. His delegation would support the draft resolution recommended for adoption by the General Assembly in Economic and Social Council resolution 1255 (XLIII) and reproduced in paragraph 5 of document A/6823. The United Kingdom could support the general principle stated in operative paragraph 3 of that resolution and had no objection to the proposal that one third of the total target for the Programme should be made available in the form of cash and services, but was not in a position at the present stage to commit itself to the target of \$200 million for the years 1969 and 1970.

15. He supported the comments made by the representatives of the Netherlands and Norway on the subject of the carriage of food aid cargoes, and recalled that the International Wheat Conference, held at Rome in August 1967, had declared that member countries should take the greatest care to ensure that the fulfilment of their food aid obligations did not introduce interference with free and fair competition in shipping. That principle was in the interests of the recipients of food aid and should be adhered to by all Governments.

16. Mr. ASANTE (Ghana) said that his delegation endorsed Economic and Social Council resolution 1255 (XLIII) relating to the World Food Programme. It was, however, to be hoped that the studies called for in General Assembly resolution 2096 (XX) would not be completed without a more detailed consideration of the population policy problems referred to in paragraphs 97 and 98 of the Secretary-General's progress report (E/4352). General conclusions based on aggregate indices for the developing countries as a whole might not be applicable to particular areas; indeed, it was doubtful whether population control would

necessarily raise the quality of life in many parts of Africa where the sparsity of population was an impediment to agricultural and industrial development. Population policies and planning would be meaningless without a consideration of the optimum and minimum population size and structure for the most efficient utilization of agricultural and industrial resources.

17. It was clear from the report of the Advisory Committee on the Application of Science and Technology to Development which was entitled: Feeding the Expanding World Population: international action to avert the impending protein crisis,<sup>1/</sup> that the food problem, though serious, could be contained. Ghana endorsed the view expressed in paragraph 63 of the Secretary-General's report (E/4352) that the food problem must be faced first and eventually solved in the deficit countries themselves, even though in the interim supplies would have to be produced elsewhere. Although almost all of those countries had set new and high targets for agricultural investment and output, studies suggested that an integrated approach was needed even in national planning in order not only to increase food production, but also to eliminate waste and improve distribution. Since the consumption of imported food tended to increase with higher living standards, local agricultural production might suffer unless modern techniques were introduced in the food processing industry. Moreover, despite the serious effects of protein deficiency on health and economic productivity, many people were reluctant to accept unfamiliar foods such as oilseed meals or fish protein concentrates.

18. Many different national institutions, such as health, social affairs, food-processing and marketing organizations, universities and the civil service, must therefore participate in national food programmes. In order to co-ordinate the work of those bodies and to integrate them into an effective piece of machinery, technical advisers should be sent, at the request of the Governments concerned, to assist in establishing effective links between them and to help in creating the appropriate framework for solving the food problem. Such a multi-sectoral institution would enable developing countries to identify areas where multilateral assistance could play an important role, would ensure the co-ordination of such assistance with national resources and efforts, and could provide the means for testing the ideas contained in the studies so far carried out. Those studies should not be forgotten; they should be used to maximize the contribution of multilateral food aid to total development in the developing countries, since it was in those countries that a lasting solution to the problem of malnutrition must be found.

19. Mr. MARTOHADINEGORO (Indonesia) said that the Secretary-General's progress report (E/4352 and Add.1) showed that a number of developing countries had become net importers of agricultural products instead of net exporters, and depended heavily on food imports. Population growth, combined with rapid urbanization and the persistence of difficulties relating to food production, transportation, storage and distribution, posed a serious problem in the sphere of

<sup>1/</sup> United Nations publication; Sales No.: E.68.XIII.2.

agriculture which deserved immediate attention. Recent world food production projections had indicated that a disastrous situation would emerge by 1985 if present trends continued.

20. The Freedom from Hunger Campaign, initiated in 1960, had focused world attention on the growing danger of hunger and malnutrition, and it was gratifying to note that Governments had realized the gravity of the situation and were taking steps to cope with it. Food aid was only an interim solution; the developing countries must rely more on their own production to meet future food requirements and should take immediate action to that end. It was interesting to note that FAO had set up a food production resources programme and that, at the request of the United Nations/FAO Intergovernmental Committee of the World Food Programme, the Director-General of FAO was studying the problem of increasing the availability of agricultural resources to developing countries as envisaged in that Programme. His delegation believed that the mobilization of surplus manpower to increase food production was essential and also wished to draw special attention to the importance of financing agricultural development, which should include marketing, storage and processing.

21. His Government's economic policy was based on the principle that increased agricultural production could help to spur economic development. Indonesia was trying to achieve self-sufficiency in rice production through improved irrigation, the use of high-yield seeds, fertilization and better methods of cultivation and of disease and pest eradication. Although Indonesian rice production had increased in recent years, it had not kept pace with the increased demand resulting from rapid population growth, and the Government had been obliged to import considerable amounts of rice, leading to a drain on its foreign exchange reserves. It would therefore support and co-operate in any efforts undertaken within the framework of multilateral food aid that would create better conditions for the smooth and speedy implementation of the developing countries' development programmes.

22. Mr. CHRISTIANI (Austria) said that one of the principal tasks of the United Nations family of organizations was to overcome the complex problem of the world food shortage. That problem was aggravated by growing food deficits in the developed countries and by increasing demand resulting from population growth and inadequate production in the developing countries. The international community should endeavour not only to provide food aid but also to launch a large-scale programme for increasing the world's food production capacity through the modernization of agriculture. While the basic responsibility for such modernization lay with the developing countries themselves, the world community could play a significant role by providing financial assistance and promoting the application and adaptation of scientific and technical progress in developing countries. Bilateral and multilateral food aid should be continued and increased, although multilateral aid provided the advantages of a better mix of commodities and greater co-ordination.

23. The Austrian delegation was greatly concerned at the present disturbing situation and welcomed all measures to improve it. The World Food Programme

was especially valuable because it was tackling the causes of the world food shortage. Although much still remained to be done in co-ordinating the work of the Programme with that of other international agencies, any integrated system of multilateral food aid should be organized within the framework of existing machinery and did not require the establishment of a new agency.

24. Austria strongly supported the Programme and endorsed the target of \$200 million for the years 1969 and 1970. For the period 1966-1968, Austria had pledged a contribution of \$1.3 million — almost three times its contribution for the first three-year period — of which about one quarter was to be made in cash and the rest in kind, mostly in the form of dry milk powder.

25. Mr. BRADLEY (Argentina) said that his delegation had consistently upheld the view that multilateral machinery for the supply of food aid could alleviate the acute problems of the undernourished countries of the world. Moreover, his country, as a major food exporter, had a particular interest in all matters affecting world food supplies.

26. Food aid did not, of course, provide a long-term solution to malnutrition and undernourishment and it was therefore essential that it should be administered in such a way as to enable recipient countries to acquire the necessary purchasing power to import, on a commercial basis, the products needed to supplement their own production. For similar reasons, efforts should be made to incorporate the aid currently given on a bilateral basis into multilateral programmes.

27. His delegation considered that any new multilateral arrangements should provide for contributions to be made in cash and in kind, in such proportions as would ensure that cash contributions covered minimum purchases from developing food-exporting countries in order to overcome the financial obstacles to those countries' efforts to accelerate their economic growth. The recent Food Aid Convention was a step in that direction but more ambitious measures should be envisaged. His delegation hoped that the reservation entered by Japan to the Convention would not be treated as a precedent when the time came to consider the creation of new machinery designed to meet the real needs of both producers and consumers among the developing countries.

28. Among other matters which would have to be considered in any future arrangements for multilateral food aid was the maintenance or replenishment of surplus stocks, which should be restricted to such quantities as could be distributed through multilateral channels. Furthermore, steps should be taken to ensure that uneconomic production in certain countries was not allowed to prevent an increase in the developing countries' share of their food consumption.

29. The Secretary-General's progress report (E/4352 and Add.1) was an excellent one, but his delegation hoped that the final report on the programme of studies would be completed at an early date. It further hoped that the eligibility criteria mentioned in paragraphs 150 and 151 of the report would be based on the principle that aid should be given only to those

countries which suffered from undernourishment or some of whose population were temporarily affected by food shortages.

30. In conclusion, he pointed out that the second session of the United Nations Conference on Trade and Development at New Delhi would be discussing the over-all problem of food production, distribution and consumption and the results of those deliberations would undoubtedly be discussed at the twenty-third session of the General Assembly.

31. Mr. GOLDSCHMIDT (United States of America) said that hunger was not primarily due to the vagaries of nature, but to the failure of men to learn and to share their knowledge and efforts. Food aid had the outstanding quality of reducing the complex issues of aid, trade and development to a simple, understandable fact of life, namely, that people were going hungry when there was no reason for them to do so. Food aid, although not the perfect form of aid, created a greater awareness in both developing and developed countries of the need to promote development in order to bring production and population into balance.

32. The United States had for years had a successful bilateral food aid programme; it has enthusiastically supported the establishment of the World Food Programme and had watched with great interest its successful development under the leadership of its Executive Director, who had attached great importance to co-operation with other members of the United Nations family. The United States had welcomed the negotiation of the Food Aid Convention under the International Grains Arrangement 1967. That Convention was particularly significant because it embodied the principle that a food aid programme could and should operate for the benefit of developing countries which exported food as well as of those which had a food deficit. The successful negotiation of the Convention should not, however, obscure the vital role of the World Food Programme, and his delegation warmly endorsed the Executive Director's appeal for pledges in food, services and funds.

33. Existing programmes, although useful, had not eliminated the gap between existing food commitments and possible future needs, nor did they fully meet the institutional requirements for an expanded international food-aid effort. They had in fact created urgent new co-ordination problems. It would, therefore, be appropriate to pursue the issues regarding institutional and administrative arrangements described in chapter IV of the Secretary-General's progress report (E/4352). His delegation had followed with keen interest the progress of the inter-agency study on multilateral food aid, which it considered to be a valuable analytical report, and had been impressed by the improvements made in its methodology and presentation. The Food and Agriculture Organization of the United Nations and the United Nations Secretariat should jointly prepare a revised analysis of the institutional arrangements needed if food aid were to be satisfactorily integrated into total aid and used to promote economic development. Special attention should be given to achieving the necessary

degree of co-ordination among existing or contemplated multilateral and bilateral food aid programmes. The revised analysis could be considered by the Committee for Programme and Co-ordination at the resumed forty-third session of the Economic and Social Council and by the Council itself at its forty-fifth session. That would enable Governments to reach early agreement on any necessary changes in existing institutions, inter-agency relationships and co-operation procedures.

34. In his delegation's view, any co-ordinating machinery should ensure that some countries were not neglected while others were over-supplied, tailor terms to each recipient country's economic capacity, harmonize advice and assistance relating to self-help efforts, provide for effective integration of food aid with other economic aid and development assistance, and perfect techniques which would enable food resources to be used for agricultural and general economic development. The co-ordinating machinery should be broadly representative of both donor and recipient countries and should have regular, direct access to information on world agricultural prospects, development policies and programmes and the over-all aid picture. An adaptation of the World Food Programme's structure and procedures had been proposed as one possible answer to the problem, but other possibilities might be visualized.

35. He had confined his comments to institutional questions because it was important to give attention to the steps that must be taken in the growth and development of institutions, whose growth was usually painfully slow. His country had always been in the vanguard of the war on hunger and was fully aware that the action taken by the international community, in that connexion, would have a direct bearing on the mental and physical well-being of future generations.

36. Mr. MARTIN WITKOWSKI (France) said that his delegation would vote for the draft resolution recommended for adoption by the General Assembly in Economic and Social Council resolution 1255 (XLIII) and reproduced in document A/6823. He wished, however, to recall that during the discussion of that draft resolution in the Council, his delegation had stated that although it did not take exception to the figures given in operative paragraph 1, it did not yet have any definite views on the figures which would be most appropriate in the present circumstances.

*Mr. Attiga (Libya), Vice-Chairman, took the Chair.*

37. Mr. EHSASSI (Iran) recalled that his delegation had expressed its general views on the item under discussion during the debate in the Economic and Social Council. The experience of recent years had shown that the World Food Programme could play a useful interim role in combating food shortages in developing countries. In addition to helping countries which could not yet produce all the food they needed, it could assist normally self-sufficient countries in time of crisis, and countries which lacked protein foods, although self-sufficient in other respects.

38. The Secretary-General's progress report (E/4352 and Add.1) provided a satisfactory basis for further inter-agency study of multilateral food aid. Existing institutions should be used to the maximum in the implementation of future multilateral food aid programmes, and the World Food Programme should play a central role with a view to ensuring efficient co-ordination of all activities designed to solve the world food problem.

39. His delegation welcomed the conclusion of the Food Aid Convention, which, despite its limitations, represented a significant development in the history of food aid.

40. The recipient countries had often stressed the desirability of providing food aid on a multilateral rather than a bilateral basis. It was therefore gratifying to note that a few countries had announced their intention of channelling some or all of their food aid through the World Food Programme, and his delegation hoped that other donor countries would follow suit. It also considered that, whenever necessary, aid should be provided in the form of fertilizers, pesticides and agricultural machinery.

41. Lastly, his delegation supported the draft resolution reproduced in document A/6823, and found the target of \$200 million in voluntary contributions for the period 1969-1970 acceptable.

#### AGENDA ITEM 39

United Nations Industrial Development Organization:  
report of the Industrial Development Board (con-  
cluded)

##### ADOPTION OF PART III OF THE COMMITTEE'S DRAFT REPORT (A/C.2/L.962/ADD.2)

42. Mr. CHADHA (India), Rapporteur, introducing part III of the Committee's draft report on the item, pointed out that in paragraph 6 the words "the representative of Romania, on behalf of ..." should be inserted after the words "At the 1153rd meeting".

43. The CHAIRMAN said that if there were no objections, he would take it that the Committee approved the section of the draft report, as amended, contained in document A/C.2/L.962/Add.2.

*It was so decided.*

#### AGENDA ITEM 45

United Nations Institute for Training and Research:  
report of the Executive Director (concluded)

##### ADOPTION OF THE COMMITTEE'S DRAFT REPORT (A/C.2/L.981)

44. The CHAIRMAN said that if there were no objections, he would take it that the Committee approved the draft report contained in document A/C.2/L.981.

*It was so decided.*

*The meeting rose at 12.25 p.m.*