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*President: Mr. S. Amjad ALI (Pakistan).*

*Present:* The representatives of the following countries:

Argentina, Belgium, Canada, China, Cuba, Czechoslovakia, Egypt, France, Iran, Mexico, Pakistan, Philippines, Poland, Sweden, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay.

Observers from the following countries:

Chile, Netherlands.

The representatives of the following specialized agencies:

International Labour Organisation, Food and Agriculture Organization of the United Nations, International Bank for Reconstruction and Development.

**Food and Famine (General Assembly resolution 525 (VI)) (E/2220, E/2261, E/L.373/Rev.2 and E/L.373/Rev.2/Add.1) (*continued*)**

[Agenda item 43]

*In the absence of the President during the first part of the meeting, Mr. Nosek (Czechoslovakia) First Vice-President took the Chair.*

1. Mr. ISHAQ (Pakistan) did not think it was necessary for his delegation to dwell at any length on the urgent need for the establishment of ways and means of dealing with famine emergencies arising from natural causes. The need was obvious. When the Council had considered the annual report of FAO (E/2195 and Add 1 to 3) a few days previously (604th, 610th and 611th meetings), it had noted with concern the grim food situation of the world, especially in the under-developed countries. His delegation and many others had tried to focus attention on the failure so far to achieve any progress in that connexion. Since the war, the standard of nutrition had continued steadily to decline in regions where under-nourishment was endemic. That

situation, which depended for a remedy on more or less long-term measures and long-term plans for economic development, would inevitably be prolonged, but it should not be impossible for the United Nations to come to the assistance of populations which were suffering from food shortages arising out of natural calamities when the governments concerned were unable to do so. It was gratifying, in any case, that the ways and means of meeting such emergencies on the international level were under consideration.

2. The Secretary-General had submitted to the Council a very useful report (E/2220) in which he had made some interesting recommendations. They could be broadly divided into two categories: recommendations dealing with the assignment of functions and those dealing with the financial aspects of the action to be taken.

3. The Pakistani delegation was in general agreement with the first category of recommendations. As a matter of fact, Pakistan already had an elaborate famine relief code, which assigned functions to and defined the duties of the various national and public services concerned.

4. His delegation regarded as most important the recommendations in the second category, which dealt with the financial aspects. The Secretary-General had very wisely pointed out that, while co-ordination procedures could be helpful, the provision of adequate resources was fundamental. Those resources consisted principally of immediately available food supplies and funds. The question of food supplies was being dealt with by FAO, which was studying the establishment of an international emergency food reserve and had appointed a working group of five experts to give a concrete form to the proposal.

5. It therefore seemed that it was for the Council to deal with the financial side of the question. The Council had before it a joint draft resolution (E/L.373/Rev.2) submitted by Iran, Uruguay and the United States of

America. The Pakistani delegation considered the draft satisfactory on the whole, but did not think that it went far enough. It restated some of the measures proposed by the Secretary-General in his report (E/2220), but did not deal with the financial aspects.

6. The Secretary-General had rightly pointed out that the shortage of resources was most felt when the need was the greatest, that is, at the beginning of a famine, and that it was essential to have a fund available to meet the initial impact of a calamity, pending international assistance.

7. The Pakistani delegation agreed that it was premature to speak of definitive decisions on the establishment of such a fund. The extent, composition and constitution of the fund would depend to a great extent on the results of the study which the FAO Committee of Experts had undertaken with regard to the emergency food reserves. Nevertheless, he wondered whether the Council might not take a decision at that stage, without making any financial commitments, to the effect that it viewed favourably the idea of setting up such a fund and, following the example of FAO, whether it should not have the Secretary-General's various proposals on financing studied by experts, preferably in conjunction with the group set up by FAO. That was a tentative suggestion, but if other delegations shared his views, an amendment might be submitted to the joint draft resolution.

8. He wished to take that opportunity to reply to the United States representative's statement at the previous meeting about the establishment of an emergency food reserve to be used in times of crises. The United States representative had wondered how wise it would be to withdraw food from normal consumption in order to set up a reserve to meet emergencies, when there was not enough available food in many parts of the world.

9. It was undoubtedly true that there was under-nourishment in many countries; whatever the reasons for that might be, the surplus food of other, more fortunate, countries of the world was not made available to the countries which lacked food. In spite of that, under-nourished populations were somehow able to carry on. There could be no doubt that they died young owing to that malnutrition, but perhaps in those conditions life did not hold enough attractions for them to make them wish to attain the life expectancy of 60 or 70 years which existed in the advanced countries. What they did expect, however, was that they should not be allowed to die *en masse* as the result of sudden food shortages arising from natural calamities. If an emergency food reserve was created, it would go a long way towards warding off such mass destruction.

10. The PRESIDENT called upon the representatives of the International Confederation of Free Trade Unions.

11. Miss SENDER (International Confederation of Free Trade Unions) observed that the debate had brought out the fact that, in spite of cruelties practised in some parts of the world, men had become more conscious of the need for far-reaching solidarity among the peoples of the world. Of course, in cases of natural catastrophe, there had always been men who felt the urge to help. However, the new approach was to pre-

pare, in order to be able to give assistance without any delay when the need arose.

12. There might also be a greater need for such assistance in view of the situation in a number of countries, where people lived on such narrow margins that a high deficit in food supply brought catastrophe. There were two distinct problems to be met: although in some of those countries many more people lived in and upon the agricultural sector of the economy than in highly industrialized countries, yields were normally very low. From that arose the long-term problem to be met by a well-considered development programme. But the second problem was the one caused by natural catastrophe, which had to be met at once by immediate emergency action.

13. It was a long process to build dams and irrigation projects, to introduce more modern methods and tools, and people suffering from scarcity of food could not wait.

14. However, it must be stressed that, while immediate action was necessary in cases threatening the life or health of individuals and while everything possible must be done to save lives, the United Nations or FAO should plan an attack on the deeper causes of such disasters if they were of a recurring nature. If they were due to exhaustion of soil from lack of fertilizer; faulty land ownership (such as too small plots owned by individual farmers); frequent droughts which pointed to the need for irrigation; deficient transportation systems; lack of roads; too primitive implements and absence of modernization that contributed to a low standard of living, thus reducing the resistance of a population stricken by failing of the monsoon, assistance by the other nations was the more urgent. Those facts had given rise to the thought that the concert of nations should immediately prepare to organize international solidarity by creating an emergency food reserve.

15. However, the International Confederation of Free Trade Unions, after taking cognizance of the documents circulated by FAO, recognized that it was appropriate to have a group of experts appointed to study the various methods under which an emergency food reserve might be created and managed. It should be possible for all nations—both developed and under-developed, hard and soft currency—to participate in such a highly humanitarian programme.

16. Examining the various methods described by FAO, it seemed to her organization that it might not be wise to decide, in a rigid way, upon one of the three alternative schemes: an internationally owned emergency food reserve; an internationally owned emergency relief fund; nationally owned emergency stocks. It might be that a combination of several methods would prove best. One nation might be in a position to help in kind while not able to pay in a convertible currency, and the reverse might be the case in another country.

17. After FAO had completed its study and advised the Secretary-General of the United Nations on international action to be taken, the United Nations would have to co-ordinate such action on the part of governments, inter-governmental agencies and non-governmental organizations.

18. If it were decided to create an international fund, the Secretary-General might have to assume responsibility for its administration. ICFTU hoped that no new machinery would be set up, and that FAO's study group would bear that in mind when working out its recommendations.

19. Voluntary assistance by non-governmental organizations would have its due place in that connexion. While the Red Cross and the Society of Friends would be of great value in organizing or, at least, supervising the distribution of relief goods, other non-governmental organizations might have an important part to play earlier in explaining the aim and scope of the programme to the public.

20. In working out the details of operation of the funds or the food reserve, care should be taken to avoid such dangers or shortcomings as spoilage through negligence in handling and storing great quantities or keeping the reserve in ports not offering the best facilities for re-shipment, lack of clearly defined responsibilities and the danger of speculation.

21. The ICFTU wished to express its sympathy with the project, and would be prepared to give its full support to the idea if properly planned. It was aware, from past experience, how much need there was for public support in the execution of such measures involving government action, possibly to be supplemented by private contribution. It was essential that parliamentary decisions should be taken in a favourable climate, which the non-governmental organizations might help to create.

22. However, while it was necessary to give assistance to men, women and children in dire need, it should not be forgotten that some of the disasters might be avoided if the causes of natural catastrophes were sought. It was true that that might take time and might be costly. In the long run, however, it would be less costly than repeated emergency action, and it would also be more in accordance with the principle of helping people to help themselves.

23. But so long as the more far-reaching measures could not be applied, the more privileged people must help the under-privileged and her organization would be ready to do its share.

24. Mr. CHA (China) said that his delegation was particularly interested in the procedures to be established for relief of populations threatened by famine.

25. For years China had suffered from periodical famines and his Government had gained some experience in the steps that must be taken. For example, the Shanghai famine had been brought about not by natural causes, but by the Japanese invasion. As rice was the staple food of most of the population of Shanghai, the Chinese Government had imported rice from Indo-China to meet the situation. During the twenties drought had caused a great famine in China. The Chinese Government had set up voluntary agencies, which along with Western missionaries had shared in assisting the population. The missionaries had been very helpful not only spiritually, but in their assistance to the Chinese people in times of disaster and famine. It could be added that Catholics and Protestants had shared equally in such praiseworthy activities.

26. Experience had shown that a famine arising from natural causes could be foreseen at least one or two months in advance, thus allowing the government and voluntary agencies time to organize relief. However, if famine was caused by such a catastrophe as an earthquake, it could not be foreseen and, as an emergency famine, required special measures.

27. The situation had not been so favourable near 1920 as it was at present. There was no food and agriculture organization and the League of Nations was not such a universal body as the United Nations. Elsewhere in the world, if a famine occurred, the Red Cross and the Red Crescent Societies shared in the relief work. In China it was the other voluntary agencies, which he had just mentioned, supported by friends from overseas, which had performed a task that was truly international.

28. He felt that the Secretary-General's report (E/2220) contained some ideas that deserved comment. He supported the idea that the Secretary-General should have the responsibility of co-ordinating international relief and should also have charge of the funds available to the United Nations for meeting famines.

29. With regard to the alternative means suggested by the Secretary-General for financing relief, it would seem that agreement could easily be reached on the voluntary contributions method. The second method proposed, that of budgeted contributions, should be very carefully studied as soon as more detailed information was supplied by the Secretary-General. As for the third method, disbursements from the working Capital Fund, it was true that it had been used to help the Palestine refugees, but he wondered whether that should be considered a precedent. If the Council were to decide that disbursements could be made from the Working Capital Fund for famine relief, then the Chinese delegation would have to reserve its position until it studied the situation. However as the joint draft resolution (E/L.373/Rev.2) did not deal with the financial aspect of the question, there was no need to dwell upon it.

30. The Chinese delegation hoped that FAO would continue the study it had begun. When its recommendations were placed before the Council, his delegation would willingly share in the Council's efforts to solve that very important problem.

31. In any event it was happy to give its support to joint draft resolution.

*Mr. S. Amjad Ali (Pakistan) took the Chair.*

32. Lord SELKIRK (United Kingdom) was sure that all members of the Council could agree with the opening statement of the Secretary-General's report (E/2220) in which the Secretary-General said that "The problem of ensuring an adequate food supply to the millions of under-nourished peoples in the world represented one of the basic problems of our times." Recognizing that need, the United Kingdom Government, in common with nearly all the other Members of the United Nations, had supported the comprehensive resolution 525 (VI) on "Food and Famine" adopted by the General Assembly at its previous session.

33. Representatives of the United Kingdom were also participating in the detailed work which was being undertaken by the FAO as a result of the Assembly

resolution and of the initiative taken by the FAO Conference itself.

34. As the General Assembly had recognized in paragraph 1 of its resolution, the best means of removing the threat of famine was to increase food production. The improvement of agricultural methods, investment in irrigation and land reclamation and similar schemes to increase the output of food should be given very high priority, especially in those areas where food production and consumption were even at the best of times abnormally low in relation to the needs of their populations.

35. It would however, be some time before the threat of famine was finally removed from all areas of the world. So long as that danger lasted the United Kingdom Government fully accepted the principle underlying the General Assembly's resolution of the need for international action to deal with any emergency which might threaten in order to prevent the development of famine conditions if that was in any way possible, and to ensure the most effective efforts to relieve those suffering from famine, if such relief should become necessary.

36. The Secretary-General's excellent report (E/2220) outlined in paragraphs 13 to 17 a procedure which would give warning of the need for international assistance and which was entirely acceptable to the United Kingdom Government.

37. The success of the system suggested depended on the promptness with which the FAO informed the Secretary-General of threats of food shortages or of famine which might become critical and the FAO would be able to act promptly only if it received the effective co-operation of the governments concerned. Further efforts might be required in some countries to build up expert staff capable of assessing crop prospects and future needs. It was encouraging that the expert services of FAO were available to governments to supplement their own resources in that respect.

38. The United Kingdom Government also found acceptable the procedure suggested by the Secretary-General in paragraphs 18-24 for co-ordinating assistance from governments, inter-governmental organizations and voluntary agencies once the warning of an emergency had been given. The United Kingdom Government considered that it was up to the government of the country concerned to decide in the first place whether it was threatened with an emergency which it could not deal with by its own efforts and whether it required international assistance.

39. When a government had asked for help it might still be the case that in a relatively minor emergency, the transmission of the FAO's report on the situation to other interested bodies would be all that was required to allow the necessary action to be taken. In graver cases it might be necessary to set up an *ad hoc* committee to co-ordinate international assistance.

40. That method could help to ensure that all necessary information on the famine conditions and on the steps being taken to deal with them were available to all concerned and that overlapping of individual efforts was avoided. The United Kingdom delegation fully agreed that the maximum discretion should be left to the Secretary-General in the matter and that no attempt

should be made to lay down hard and fast rules. Every case of famine would probably call for different treatment. The types of assistance required, the national and international bodies concerned and their fields of activity were likely to vary on each occasion. It was to be hoped, however, that world food supplies would improve so that the occasions for such action would in fact be very few.

41. In regard to FAO's decision to continue its study of the problems presented by the establishment of an emergency food reserve, the United Kingdom Government was very conscious of the immense technical problems involved and looked forward with interest to the results of the study. The Council did not need to concern itself with that question for the moment, as the General Assembly resolution required it to consider the results of the FAO's study at its fifteenth session, if the work had been completed by that time, but he wished to say that his Government would be sorry to see any scheme established which would result in the immobilizing or large stocks of food which even in normal times were scarce.

42. Turning to consider the extremely important suggestions regarding financing in paragraph 32 of the Secretary-General's report he said that his Government felt very dubious about the possibility of setting up a special fund. The proposal assumed the probability that countries affected by famine would not be able to pay for emergency imports or other assistance. That, of course, might be the case but it was not certain. Furthermore, any standing fund inevitably involved awkward questions such as the convertibility of contributions and a continuing burden of administration.

43. On balance the United Kingdom Government would much prefer to see *ad hoc* arrangements made for international financial assistance if that appeared necessary at the time when a warning of serious trouble was given. Countries could then make foodstuffs or money available as seemed most useful at the time and as permitted by their current resources.

44. His delegation would be happy to support the joint draft resolution submitted by Iran, the United States of America and Uruguay (E/L.373/Rev.2) but wished to propose free drafting changes. He proposed the insertion of the words "in case of need" in paragraph 2 of the operative part between the words "to be responsible" and "for carrying out"; and the substitution of the words "these activities should include" for the words "this should include". He also proposed to insert the words "in their territories" at the end of paragraph 3.

45. Mr. ABDOH (Iran) thanked the United Kingdom representative for the improvements he had proposed to the text of the joint draft resolution and accepted the amendments on behalf of his delegation.

46. Mr. MAHMOUD (Egypt) thanked the authors of the joint draft resolution for taking into consideration the observations made by the Egyptian delegation at the previous meeting. He considered the revised text of the joint draft resolution (E/L.373/Rev.2) completely acceptable and expressed the hope that its adoption would contribute to the achievement of the humanitarian goal towards which all were striving.

47. Mr. CAFIERO (Argentina) said that the question of food and famine was a matter that had concerned the United Nations from the outset. At its first session the General Assembly had considered the problem of food shortages and had adopted resolution 45 (I) in which it had proclaimed the need for increasing the output of foodstuffs to solve the problems created throughout the world by the food shortage. In particular it had recommended the food-producing countries to take all practicable steps to increase the output of foodstuffs to encourage an increase of areas under grain cultivation and to increase exports to countries suffering from a shortage of foodstuffs. At the same time it had recommended countries which were largely industrial to take all appropriate measures for expanding production, increasing export, and facilitating transportation of agricultural implements, machinery, spare parts, fertilizers, pesticides, seeds, and animal feeding stuffs, etc. To give effect to that resolution, the Council had adopted resolution 103 (VI) in which after recalling the General Assembly's recommendations, it had invited the specialized agencies concerned and the regional economic commissions, in consultation with the FAO, to study suitable measures to bring about an increase in food-production by the elimination of supply shortages such as those of oil, coal, steel, electricity, chemicals, which directly or indirectly affect the production of fertilizers, agricultural machinery and the availability of transport.

48. Those early resolutions indicated that the United Nations had considered the problem as a whole, taking into account the close relationship between the expansion of production and the availability of the supplies essential to such expansion. The United Nations' later decisions, however, no longer reflected that unity of conception which had given force to its earlier resolutions. It was apparent from General Assembly resolutions 202 (III) and 525 (VI) that there was an increasing tendency to focus attention on a single aspect of the problem, the expansion of production and to neglect other equally important aspects.

49. In view of that tendency, the Argentine delegation was again directing the Council's attention, as it had done during the debate on the world economic situation and on the report of the FAO to what in its view were the three essential aspects of the problem: production, the supplies needed to increase production and prices.

50. In resolutions 202 (III) and 525 (VI), the General Assembly had dealt, in particular, with production and measures to remedy the situation arising from the fact that, as resolution 525 (VI) pointed out, the rate of increase of world food production had been less rapid than the rate of growth of the world's population. In that connexion his delegation emphasized that it wholeheartedly shared the Uruguayan representative's view that there was no common denominator between human and purely material values. No amount of money, oil or wheat could compare with a human being. It was essential, therefore, that the supreme goal of all economic programmes should be to ensure the welfare of mankind. The volume of foodstuffs available and the size of populations could not be regarded as quantities in an equation. Action must be taken to ensure that available supplies were sufficient for the needs of the world's population.

51. It was imperative, therefore, to find fresh solutions. At its third session the General Assembly, in resolution 202 (III), had pointed out that the present under-nourishment of large numbers of people throughout the world was caused by the under-developed character of large areas of the world and by lack of purchasing power among the masses. The Council had considered the problem of the under-developed countries at length but it might not be amiss to stress once more how necessary it was to organize international collaboration in that field. At the present time there were three categories of producing countries which could help to alleviate the world food crisis. The first were the mainly agricultural countries having no industry or industries in an early stage of development which must be assisted to increase their food production through the mechanization of their agriculture. The second group consisted of the semi-industrialized agricultural countries, where agriculture was already partially mechanized. Those countries must be helped to complete the process of mechanization and to develop their industries so that they could produce at least part of the tractors and agricultural implements they needed. The third category included the highly industrialized countries which must furnish the countries in the first two groups with the supplies they needed for development. International co-operation on those lines would lead to an increase in world consumption which would result in improved standards of living and in a higher level of activity in the industrialized countries.

52. Those were arguments for the establishment of industries likely to promote the agricultural development of the under-developed countries. If such action was to bear fruit, however, the prices of foodstuffs on the international markets must be equitable. The Argentine delegation had always been concerned with the question of prices because of the direct connexion between prices and production. The producer must be given the necessary encouragement to increase production. If a large-scale programme was to be successful, the co-operation of the producer must be ensured. Producers would not refuse to co-operate if they thought that their efforts would receive a fair reward. It would be useless for producers to increase their production if their expected profits were to be completely absorbed by an increase in the price of the goods they had to buy in order to expand production. The Argentine delegation felt that it was its duty to draw the Council's attention to that point since the most recent United Nations reports and recommendations stressed the need to increase the production of foodstuffs without making clear whether such an increase would help to expand the purchasing power of producers.

53. His delegation was in agreement with the principles contained in the joint draft resolution under consideration (E/L.373/Rev.2) but wished to make some comments on the proposed text.

54. In the first place, although he would not present a formal proposal to that effect he felt that it would be more logical to combine paragraphs 1 and 2 of the operative part in a single paragraph.

55. Secondly, in order to bring paragraph 2 into line with paragraph 37 of the Secretary-General's report on which it was based (E/2220), he proposed that the text



should make it clear that the governments to which paragraph 2 referred were the governments "of countries which may be subject to famine emergencies requiring international relief assistance".

56. He would be grateful if the authors of the joint draft resolution would explain the distinction they made between the words "ministries" and "agencies" in paragraph 2 of the operative part; he also wished to know exactly what was meant by the expression "appropriate mechanisms" in paragraph 6.

57. His delegation would support the joint draft resolution although it felt that the proposed international aid must not supersede the individual aid which each country could furnish, as Argentina had done on many occasions to help neighboring and sister countries in need.

58. In conclusion, he said that his delegation reserved its Government's position in regard to the possibility of establishing a special emergency fund for use in the event of famine; it was reluctant to commit itself on that subject until it had received further technical and financial data on the matter.

59. Mr. HEVIA Y DE LOS REYES GAVILAN (Cuba) said that his country, which suffered from periodical tropical hurricanes, was familiar with the suffering and dislocation caused by such calamities; it had always been ready to come to the aid of countries visited by such disasters and would accordingly support the joint draft resolution.

60. Mr. MCDUGALL (Food and Agriculture Organization) observed that there was little he could add to the comments of the members of the Council who had covered every aspect of the question.

61. He had been particularly gratified to hear members insist on the need to increase food production throughout the world and to establish appropriate machinery to raise food production above the rate of population growth, thus making it possible to deal with emergency famines arising from natural causes.

62. A number of representatives had pointed out the difficulty of distinguishing between famine and the food shortages by which many countries were so seriously affected. He shared that view and agreed with the French representative that it would be useful to define the terms "famine" clearly.

63. Another point to which he wished to draw the Council's attention was the importance of preventive measures or at least of immediate action in the event of famine. No one with experience in combatting famine would fail to stress that point. When famine threatened, hoarding was likely to take place, followed by soaring prices and the inevitable process might lead to panic. Thus, if timely action was not taken, a situation which could have been kept under control might develop into disaster.

64. The General Assembly, the Economic and Social Council and the Conference of the FAO had placed upon the Director-General of the FAO the great responsibility of watching over the world food situation and of giving warning whenever a threat of famine developed. The Director-General had taken the necessary steps, both at FAO headquarters and on the spot,

to carry out those instructions; in particular, he had instructed the technical assistance experts in the underdeveloped countries threatened with famine to follow events closely. In two instances, acting on information received, the FAO had made enquiries from the governments concerned, which had fortunately been able to deal with the situation themselves. The Council could rest assured that the FAO would not slacken its vigilance.

65. In regard to the plan to establish emergency food reserves, that matter was not yet formally before the Council. The members of the Committee of Experts set up by the FAO, although designated by their respective governments, did not represent them but served on the committee as individuals. The Committee would report to the FAO Council at its November session. The FAO would doubtless present a report on the matter to the Economic and Social Council at its fifteenth session.

66. In conclusion he endorsed the statement made at the previous meeting by Mr. Hill, the Secretary-General's representative, concerning the desirability of clearly defining the respective responsibilities of the Secretary-General of the United Nations and the Director-General of the FAO. He felt that the present discussion was in a way only a preliminary. If that were so, the joint draft resolution under consideration would be perfectly adequate pending the resumption of the discussion of the question of food and famine by the Council, when the FAO report came up for consideration. It was desirable that the Council should rather concentrate on the vital matter of the division of responsibility, to which Mr. Hill had referred when speaking on behalf of the Secretary-General.

67. Mr. HILL (Secretariat) thanked the Council for its reception of the Secretary-General's report. The only point to which he wished to return was that just raised by the representative of the FAO. As stated at the previous meeting, the Secretary-General felt that it was important that the Council should define as clearly as possible the duties of the various bodies engaged in combatting famine and the procedures to be followed. In particular, he would like to have the Council's authority to undertake such responsibilities as might fall to him. The joint draft resolution under consideration was not entirely satisfactory in that respect, but it would appear from the various statements that, generally speaking, the members of the Council were in agreement that, while the proposed machinery should be as flexible as possible, the procedures suggested in the Secretary-General's report were satisfactory. The United Kingdom representative had just made a statement to that effect, adding that the Secretary-General should be given the maximum discretion. Assuming that that was the view of the Council as a whole, it could be considered that the Secretary-General's point was met.

68. Mr. LUBIN (United States of America), replying to the comments made by various members of the Council noted that the representative of Pakistan had commented on his statement concerning the establishment of food reserves. Such comments as he had made were based on the report of FAO, and not his personal observation. It would be useful if the FAO Committee

of Experts would view the matter from every possible angle in considering the establishment of an emergency food reserve.

69. The Argentine representative had suggested that paragraphs 1 and 2 of the operative part of the joint draft resolution might be merged in a single paragraph. Mr. Lubin explained why the authors of the draft resolution had decided to keep the two paragraphs separate. The first paragraph dealt with governments, inter-governmental organizations and specialized agencies which were to act in concert in the event of famine; the second paragraph dealt with the designation by governments of ministries or agencies to be responsible for taking the necessary measures. The sponsors of the draft resolution had felt that the action to be taken by governments should be dealt with in a separate paragraph. Paragraph 2 of the draft resolution made a distinction between the ministries and certain agencies because in some countries, in particular in the United States, important functions were sometimes performed by governmental agencies which were independent of any ministerial department.

70. The Argentine representative had asked what the sponsors of the draft had meant by the expression "appropriate mechanisms". They had merely wished to leave the Secretary-General perfectly free to decide on ways and means. That was why they had drafted that part of the resolution in extremely general terms.

71. The representative of the Secretary-General had regretted that the joint draft resolution did not define sufficiently clearly the respective responsibilities of the Secretary-General and of the FAO Director-General. Flexibility was essential in such cases. The authors of the draft had, therefore, thought it preferable not to tie the Secretary-General and not to limit his field of action by over-detailed instructions.

72. Mr. RODRIGUEZ FABREGAT (Uruguay) saw no objection to the Argentine representative's proposal to insert in paragraph 2 of the operative part of the draft resolution the words "of countries which may be subject to famine emergencies requiring international relief assistance". It would be logical to invite governments to prepare themselves to act in emergency situations. In his country the organization responsible for food supplies dealt with the regulation of prices and the allocation of foodstuffs in an emergency.

73. He agreed with the United States representative in regard to the Argentine representative's other amendments.

74. His delegation had joined the United States and Iranian delegations in submitting the draft resolution because men and women everywhere were bound by a duty of solidarity; it was in the name of that duty that his delegation had sponsored the draft.

75. Mr. LUBIN (United States of America) said he also accepted the Argentine amendment.

76. Mr. ABDOH (Iran) also accepted that amendment and shared the views of the United States representative as regards the other amendments.

77. Mr. CAFIERO (Argentina) thanked the United States and Uruguayan representatives for their explanations.

78. The PRESIDENT proposed the closure of debate on item 43.

79. Mr. SAKSIN (Union of Soviet Socialist Republics) noted with satisfaction that that day had been the most fruitful one of the Council's entire fourteenth session. Decisions had been taken on three agenda items: the discussion on the question of food and famine was proceeding in a satisfactory manner. He did not think the debate should be closed at once on a question of such importance. For his part, he would like to study the text of the joint draft resolution and some of the amendments before speaking on the subject himself.

80. The PRESIDENT said the closure of the debate would be postponed to the next meeting and he placed the USSR representative's name on the list of speakers which he then declared closed.

81. Mr. RODRIGUEZ FABREGAT (Uruguay) pointed out that if the speech of the representative of the USSR brought anything new, then the debate should be resumed.

82. The PRESIDENT concurred.

**Economic development of under-developed countries (continued): (e) Methods to increase world productivity (General Assembly resolution 522 (VI)) (E/2224 and E/2265)**

[Agenda item 5 (e)]

83. Mr. ROSENSTOCK (France) said that his delegation had noted with interest the working paper presented by the Secretary-General on methods to increase world productivity (E/2265). He drew the Council's attention first of all to the general conclusions of that paper, which he briefly analysed.

84. On the one hand the document recalled that the national productivity of under-developed countries depended in the long run upon the establishment of integrated programmes of economic development looking towards the harmonious utilization of their resources in the interest of raising the living standards of their peoples. It was also presumed that the Council would bear in mind the potentialities of the technical assistance services of the United Nations and the specialized agencies. The Secretary-General's working paper further brought out the profound differences in available human, natural and capital resources between industrialized and under-developed countries. Attention would clearly have to be paid to those differences in order to adapt the techniques for improving productivity to the particular needs of the under-developed countries. The Secretary-General's document also suggested that the Council might recommend that the Secretary-General should encourage governments to collect, analyze and publish data on productivity in their various countries. The conclusions of the study finally stated that the Council might request the Secretary-General to arrange for the preparation of working papers on agriculture, mining, transport and the construction industries. The ILO, in particular, could deal with the role of labour in any programme for increasing productivity.

85. In his opinion, each of those recommendations was justified. He went on to submit the comments which they suggested to him. With regard to the first recom-

mendation, he was pleased to see how strongly the Secretary-General's paper urged the integration and harmonization of the programmes. It was clear that, of all measures for increasing productivity, the principal one was the one aimed at the international division of labour. He believed that it would be desirable for each nation to attempt to concentrate on certain specialized fields.

86. With regard to the second and third recommendations, the French delegation wished to emphasize the services that could be rendered by countries whose experience of industrialization had more particularly prepared them for solving the problems raised by small industries and handicrafts. He recalled that, since the liberation of its territory, France had been endeavouring to improve its productivity. In so doing, the French Government had learned that, while the modernization of equipment and the development of available sources of power were the main factors in the improvement of the productivity of the major industries, an appropriate technique for the utilization of equipment, improved methods of accounting and, above all, a humane conception of labour relations would enable smaller industries and handicrafts to make considerable progress. Among the industrial undertakings established in under-developed countries a distinction should be made between industrial undertakings financed by foreign capital and independent undertakings, in the full sense of the word. It was the former which most often benefited from the efforts that had been made in the field of productivity. Special efforts towards increased productivity should be made for the others, which were the most important for raising the general standard of living of the people.

87. With regard to the analysis and publication of productivity data, he reminded the Council how difficult it was to establish comparisons between manufacturing

costs in different countries and stressed the fact that it was even harder to draw comparisons in the field of productivity. Such studies would, however, make it possible to detect the weak spots in the economic structure of the countries concerned and to expand production potentialities.

88. In conclusion, he analyzed the effects of improved productivity. Such improvement was reflected in a distribution of surplus production between three beneficiaries: the enterprise itself, the staff of the enterprise and the consumers. The enterprise, whether private or nationalized, increased its profits, reduced its costs and increased its ability to finance itself. For the staff of the enterprise, increased productivity meant a rise in wages. The consumers, for their part, benefited by the reduction in retail prices resulting from the lower production costs. Experience in France had shown that improved productivity tended to benefit primarily the undertakings, and their staffs, much more than the consumer, whose standard of living nevertheless tended to rise. Higher wages had repercussions, both nationally making possible a higher standard of living for the workers, and internationally by making it more difficult to carry out a dumping policy.

89. Turning to the last point of the Secretary-General's paper, concerning the preparation of working papers on agriculture, mining, transport and building, the French representative said he considered that it would be desirable for those studies to be concentrated in the first place on agriculture. French experience had shown that considerable improvement in productivity could be obtained by such studies.

The meeting rose at 5.30 p.m.