



Twentieth session
Agenda item 52

WORLD FOOD PROGRAMME

Report of the Second Committee

Rapporteur: Mr. A. RAMAHOLIMIHASO (Madagascar)

1. At its 1336th plenary meeting, on 24 September 1965, the General Assembly allocated to the Second Committee agenda item 52 entitled "World Food Programme".
2. The Committee considered this item at its 1011th-1013th meetings, on 10 and 13 December 1965.
3. In considering this item, the Committee had before it the following documents: a note by the Secretary-General (A/6151); a note by the Secretary-General transmitting an extract from the provisional report of the thirteenth session of the Conference of the Food and Agriculture Organization of the United Nations (A/6149); a note by the Secretary-General circulating an extract from the report of the eighth session of the United Nations/FAO Intergovernmental Committee of the World Food Programme (A/C.2/L.840); a report by the Secretary-General and the Director-General of FAO (E/4015); a report by the Executive Director of the World Food Programme (E/4043); recommendations of the United Nations/FAO Intergovernmental Committee to the Economic and Social Council (E/4060); and the relevant section of the report of the Economic and Social Council to the General Assembly at its twentieth session.^{1/}
4. The Executive Secretary of the World Food Programme, the Deputy Director-General of the Food and Agriculture Organization of the United Nations, and the

^{1/} Official Records of the General Assembly, Twentieth Session, Supplement No. 3 (A/6003), chapter XI, section IV, Supplement 3 A (A/6003/Add.1), chapter II, section II.

Under-Secretary for Economic and Social Affairs addressed the Committee at its 1011th meeting. The texts of their statements will be found, respectively, in documents A/C.2/L.847, L.846 and L.845.

5. The Committee also had before it a draft resolution recommended by the Economic and Social Council in its resolution 1080 (XXXIX), as modified by resolution 1094 (XXXIX)^{2/} and a draft resolution submitted by Argentina, Bolivia, Brazil, Chile, Colombia, Ireland, Italy, Jamaica, Jordan, Lebanon, Nigeria, the Philippines, Spain, the United Republic of Tanzania and Uruguay (A/C.2/L.841 and Corr.1 (English only) and Add.1).

I. CONTINUATION OF THE WORLD FOOD PROGRAMME

6. The text of the draft resolution recommended by the Economic and Social Council (A/C.2/L.839) read as follows:

"The General Assembly,

"Conscious of the vast and growing needs of the peoples of the developing countries, of the pressing requirement for assistance in their economic and social development, and of the sufferings caused by hunger and malnutrition,

"Recalling General Assembly resolutions 1496 (XV) of 27 October 1960 and 1714 (XVI) of 19 December 1961 and the Food and Agriculture Organization Conference resolution 1/61 of 24 November 1961 concerning the establishment of an experimental World Food Programme,

"Having considered the report of the United Nations/FAO Intergovernmental Committee on the future of the World Food Programme as transmitted by the Economic and Social Council,

"Having studied the report of the Secretary-General of the United Nations and the Director-General of the Food and Agriculture Organization on the future development of the Programme as well as the report of the Executive Director of the World Food Programme,

"Having considered the results obtained by the Programme during its initial phase and the contribution which it is making toward achieving the goals of the United Nations Development Decade and of the Food and Agriculture Organization Freedom from Hunger Campaign,

^{2/} This text was circulated to the members of the Second Committee under symbol A/C.2/L.839.

"Taking note with satisfaction of the contributions of foodstuffs, money and services already made by Member States of the United Nations and Member Nations and Associate Members of the Food and Agriculture Organization, as well as the co-operation of recipient countries in the elaboration and implementation of development projects, in which for the first time food aid is being utilized for development in a multilateral framework,

"Recognizing the potentialities of this Programme, in which the United Nations and the Food and Agriculture Organization have co-operated through the joint UN/FAO Administrative Unit,

"Appreciating the co-operation and assistance extended to the Programme by the interested specialized agencies and operating programmes of the United Nations, and by a number of other intergovernmental and non-governmental organizations,

"Having considered resolution 1080 (XXXIX) of 30 July 1965 of the Economic and Social Council and resolution 3/44 of the Food and Agriculture Organization Council,

"1. Decides to extend the United Nations/FAO World Food Programme, established in virtue of General Assembly resolution 1714 (XVI) and the Food and Agriculture Organization Conference resolution 1/61, on a continuing basis for as long as multilateral food aid is found feasible and desirable, on the understanding that the Programme will be regularly reviewed before each pledging conference and that if circumstances so require it may be enlarged, curtailed or terminated at the end of any period for which resources have been pledged;

"2. Establishes for the three years 1966-1968 a target for voluntary contributions of \$275 million, of which not less than 33 per cent should be in cash and services, and urges Member States of the United Nations and Member Nations and Associate Members of the Food and Agriculture Organization to make every effort to ensure the early attainment of the target;

"3. Requests the Secretary-General, in co-operation with the Director-General of the Food and Agriculture Organization, to convene a pledging conference at United Nations Headquarters as soon as feasible;

"4. Decides that the next following pledging conference, subject to the review provided for in paragraph 1 above, should be convened in 1967, at which time Governments would be invited to pledge contributions for 1969 and 1970, with a view to reaching such target as may be recommended by the General Assembly and the Food and Agriculture Organization Conference;

"5. Reaffirms its previous decision to the effect that the United Nations/FAO Intergovernmental Committee of the World Food Programme shall comprise twenty-four States members of the Food and Agriculture Organization

or Members of the United Nations, twelve of these members to be elected by the Economic and Social Council and twelve members by the Council of the Food and Agriculture Organization, it being understood that outgoing members shall be eligible for re-election;

"6. Requests the Economic and Social Council and the Council of the Food and Agriculture Organization as soon as possible after the adoption of this resolution by the General Assembly and the Conference of the Food and Agriculture Organization to elect twelve members each, four members each for a term of one year, four members each for a term of two years, and four members each for a term of three years;

"7. Decides that thereafter all the members of the Intergovernmental Committee shall be elected for a term of three years, and requests the Economic and Social Council and the Council of the Food and Agriculture Organization to make such provisions as will ensure that the terms of office of four members elected by the two Councils respectively shall expire in each calendar year;

"8. Further requests the Economic and Social Council and the Council of the Food and Agriculture Organization, when electing members of the Intergovernmental Committee, to take into account the need for balanced representation of economically developed and developing countries and other relevant factors such as the representation of potential participating countries, both contributing and recipient, equitable geographical distribution, and the representation of both developed and developing countries having commercial interests in international trade in food-stuffs especially those highly dependent on such trade;

"9. Requests a review of the general regulations of the Programme in the light of the present resolution and calls upon the Economic and Social Council and the Council of the Food and Agriculture Organization to take appropriate action.

7. At the 1011th meeting, Argentina, Bolivia, Brazil, Chile, Colombia, Jordan, Lebanon, Nigeria, the Philippines, the United Republic of Tanzania and Uruguay proposed the following amendment (A/C.2/L.819/Rev.1) to the draft resolution (A/C.2/L.839), which provided that the following new paragraph be inserted after operative paragraph 9:

"Recognizes that the present terms of reference of the UN/FAO World Food Programme do not exclude the undertaking of action by programme in addition to action by project, such action to be decided by the Intergovernmental Committee of the WFP after consideration of the detailed study to be submitted by the Executive Director and of the availability of sources."

8. Jamaica and Peru became sponsors of the revised amendment (A/C.2/L.819/Rev.1/Add.1 and 2), and at the 1013th meeting Ecuador also joined the sponsors.

9. The amendment was withdrawn at the 1013th meeting. At the same time, the Committee recognized that the present terms of reference of the United Nations/FAO World Food Programme do not exclude the undertaking of one experimental action by programme in addition to action by project, such action to be decided by the Intergovernmental Committee of the World Food Programme only after consideration of the detailed study to be submitted by the Executive Director and of the availability of sources.

10. The Committee then voted on the draft resolution recommended by the Economic and Social Council. The voting was as follows:

(a) Operative paragraph 8, on which a separate vote had been requested by the representative of Czechoslovakia, was retained by 64 votes to 7, with 3 abstentions;

(b) The draft resolution as a whole was approved by 66 votes to none, with 9 abstentions (see paragraph 16 below, draft resolution I).

II. PROGRAMME OF STUDIES ON MULTILATERAL FOOD AID

11. The draft resolution submitted by Argentina, Bolivia, Brazil, Chile, Colombia, Ireland, Italy, Jamaica, Jordan, Lebanon, Nigeria, the Philippines, Spain, United Republic of Tanzania and Uruguay (A/C.2/L.841 and Add.1) reads as follows:

"The General Assembly.

"Bearing in mind its resolution (XX) extending the World Food Programme,

"Recalling the recommendation of the United Nations Conference on Trade and Development contained in annex A.II.6 of the Final Act of the Conference,

"Considering that the problem of hunger will continue to be one of the most serious problems facing the international community in the years to come,

"Noting the finding of the Conference of the United Nations Food and Agriculture Organization at its thirteenth session that 'While it was possible to discern a trend towards the reduction of world surpluses, the need for food aid on the contrary was increasing',

"Considering further that, without prejudice to the efforts being made to increase food production in developing countries, it is essential to intensify international co-operation in this field so long as many countries continue to experience financial difficulties in obtaining the foodstuffs needed for their steadily increasing populations,

"Considering that the experience gained with the World Food Programme and the modest increase in its resources, together with the proposals made to convert it into a World Food Fund, have given rise to a number of fundamental issues, and that among these the Intergovernmental Committee of the WFP at its eighth session had identified the following as significant:

(a) the needs and absorptive capacity of developing countries for food aid;

(b) the technical and economic feasibility of utilizing the productive capacity of:

(i) developing countries,

(ii) efficient primary exporting countries,

(iii) developed countries

to sustain an enlarged, well-balanced programme of food aid to needy peoples;

(c) the implications for the agricultural export earnings of developing countries, developed primary exporting countries and countries heavily dependent on the export of primary commodities;

(d) the problems of distribution and administration;

(e) the relationship between food aid arrangements and commodity trade arrangements;

(f) the problems of financing, both over-all and for individual countries,

"Bearing in mind that while these issues are of particular significance to the World Food Programme, their study goes beyond the terms of reference of the UN/FAO Intergovernmental Committee for the WFP and comes within the competence of such organizations as the United Nations, FAO, IBRD, IMF and GATT,

"Appreciating that a study of this kind should avoid duplication, should not be partial or fragmentary in scope and that it should deal with the proposals made and the problems they raise in terms as concrete as possible, with reference to different types of food commodities and the implications for different categories of countries,

"Noting that the UN/FAO Intergovernmental Committee of the WFP decided to refer the whole matter to its parent bodies for consideration;

"Noting further the action since taken by the Council of FAO, and the relevant items in the programme of work recommended to the UNCTAD Board by its Committee on Commodities,

"Recalling the relevant passages of the statement of His Holiness Pope Paul VI to the General Assembly,

"1. Requests the Secretary-General, in co-operation with the Director-General of the United Nations Food and Agriculture Organization and in consultation with the executive heads of other interested international organizations and programmes, including the IBRD, IMF, GATT, UNCTAD, the United Nations Development Programme and the World Food Programme, to examine, with a view to suggesting various alternative types of action and in the context of the efforts being made in connexion with the Development Decade, the means and policies which would be required for large-scale international action of a multilateral character, under the auspices of the United Nations, to combat hunger effectively, on the basis of, but not necessarily limited to, the proposals submitted, with a view to action which would benefit all developing countries, whether exporters or importers of foodstuffs, and having regard inter alia to the issues mentioned in the fourth preambular paragraph, especially those relating to the need for financial resources and the possible relationship of this type of action to long-term international agreements on staple foodstuffs;

"2. Requests the Secretary-General to report to the General Assembly at its twenty-first session, this report to deal, inter alia, with the arrangements made for undertaking this concerted study, any preliminary findings reached, and the anticipated time-table for the completion of the task."

The representative of Argentina, on behalf of the sponsors, introduced the draft resolution at the 1011th meeting.

12. Peru and Zambia became co-sponsors of the draft resolution (A/C.2/L.841/Add.2).

13. At the 1013th meeting, the sponsors, who were now joined by Ecuador and the United States of America, submitted a revised text of their draft resolution

(A/C.2/L.841/Rev.1), which incorporated the following changes:

(a) The second paragraph of the preamble was deleted;

(b) In the fifth paragraph of the preamble (now the fourth paragraph), the words "experience financial difficulties in obtaining the food-stuffs" were replaced by "experience difficulties in importing the additional food-stuffs";

(c) The first part of the sixth paragraph of the preamble was replaced by the following two paragraphs:

"Considering that the experience gained with the World Food Programme and the increase in its resources should enable it to enlarge its potential in this field and also to facilitate progress toward the objectives of the recommendation of the United Nations Conference on Trade and Development contained in annex A.II.6 of the Final Act of the Conference,

"Recognizing that various proposals intended to make the World Food Programme a more effective instrument of international co-operation, including the proposal to convert it to a World Food Fund, have given rise to a number of fundamental issues, and that among these the Intergovernmental Committee of the WFP at its eighth session had identified the following as significant."

(d) The following new paragraph was inserted between the seventh and eighth paragraphs of the preamble:

"Considering further that the FAO Committee on Commodity Problems at its thirty-ninth session identified as additional issues the following:

- (a) the implications of proposals on total aid to developing countries;
- (b) the aid-giving capacity of donor countries;
- (c) the impact on agricultural trade as a whole and possible effects on prices of food commodities not in surplus."

(e) In the eighth paragraph of the preamble, the words "avoid duplication, should not be partial or fragmentary in scope" were replaced by the words "be as comprehensive as possible";

(f) The eleventh paragraph of the preamble was reworded as follows:

"Recalling the words of His Holiness, Pope Paul VI, to the General Assembly on 4 October 1965 that 'Your task is to ensure that there is enough bread on the tables of mankind',"

(g) Operative paragraph 1 was revised to read as follows:

"1. Requests the Secretary-General, in co-operation with the Director-General of the United Nations Food and Agriculture Organization and in consultation with the executive heads of other interested international organizations and programmes, including the IBRD, IMF, GATT, and utilizing the total facilities of the United Nations, including UNCTAD, the United Nations Development Programme and the World Food Programme,

to examine, with a view to suggesting various alternative types of action and in the context of the efforts being made in connexion with the Development Decade,

the means and policies which would be required for large-scale international action of a multilateral character, under the auspices of the United Nations system, for combating hunger effectively,

with such comprehensive study to be based upon, but not necessarily limited to, the proposals already made for adapting the techniques of food aid to benefit developing countries which are exporters of food-stuffs as well as those which are importers and

with due regard given, *inter alia*, to the issues mentioned in the sixth and eighth paragraphs of the preamble,

especially those relating to the need for financial resources and to the possible relationship of this type of action to long-term international agreements on staple food-stuffs;"

(h) In operative paragraph 2, the words "through the Economic and Social Council" were inserted after the words "to report".

14. Niger joined the sponsors of the revised draft resolution.

15. At the 1013th meeting, the Committee voted on the revised draft resolution (A/C.2/L.841/Rev.1) and approved it by 66 votes to none, with 9 abstentions (see paragraph 16 below, draft resolution II).

RECOMMENDATIONS OF THE SECOND COMMITTEE

16. The Second Committee therefore recommends to the General Assembly the adoption of the following draft resolutions:

DRAFT RESOLUTION I

Continuation of the World Food Programme

The General Assembly,

Conscious of the vast and growing needs of the peoples of the developing countries, of the pressing requirement for assistance in their economic and social development, and of the sufferings caused by hunger and malnutrition,

Recalling General Assembly resolutions 1496 (XV) of 27 October 1960 and 1714 (XVI) of 10 December 1961 and resolution 1/61 adopted by the Conference of the Food and Agriculture Organization of the United Nations on 24 November 1961 concerning the establishment of an experimental World Food Programme,

Having considered the report of the United Nations/FAO Intergovernmental Committee on the future of the World Food Programme transmitted by the Economic and Social Council,

Having studied the report of the Secretary-General of the United Nations and the Director-General of the Food and Agriculture Organization on the future development of the Programme as well as the report of the Executive Director of the World Food Programme,

Having considered the results obtained by the Programme during its initial phase and the contribution which it is making toward achieving the goals of the United Nations Development Decade and of the FAO Freedom from Hunger Campaign,

Taking note with satisfaction of the contributions of food-stuffs, money and services already made by States Members of the United Nations and members and associate members of the Food and Agriculture Organization, as well as the co-operation of recipient countries in the elaboration and implementation of development projects, in which for the first time food aid is being utilized for development in a multilateral framework,

Recognizing the potentialities of this Programme, in which the United Nations and the Food and Agriculture Organization have co-operated through the joint United Nations/FAO Administrative Unit,

Appreciating the co-operation and assistance extended to the Programme by the interested specialized agencies and operating programmes of the United Nations, and by a number of other inter-governmental and non-governmental organizations,

Having considered Economic and Social Council resolution 1080 (XXXIX) of 30 July 1965 and resolution 3/44 of the Council of the Food and Agriculture Organization,

1. Decides to extend the United Nations/FAO World Food Programme, established under General Assembly resolution 1714 (XVI) and resolution 1/61 adopted by the Conference of the Food and Agriculture Organization of the United Nations on a continuing basis for as long as multilateral food aid is found feasible and

desirable, on the understanding that the Programme will be regularly reviewed before each pledging conference and that, if circumstances so require, it may be enlarged, curtailed or terminated at the end of any period for which resources have been pledged;

2. Establishes for the three years 1966 to 1968 a target for voluntary contributions of \$275 million, of which not less than 33 per cent should be in cash and services, and urges States Members of the United Nations and members and associate members of the Food and Agriculture Organization to make every effort to ensure the early attainment of the target;

3. Requests the Secretary-General, in co-operation with the Director-General of the Food and Agriculture Organization, to convene a pledging conference at United Nations Headquarters as soon as feasible;

4. Decides that the next subsequent pledging conference, subject to the review provided for in paragraph 1 above, should be convened in 1967, at which time Governments would be invited to pledge contributions for 1969 and 1970, with a view to reaching such target as may be recommended by the General Assembly and the Conference of the Food and Agriculture Organization;

5. Reaffirms its previous decision to the effect that the United Nations/FAO Intergovernmental Committee of the World Food Programme shall comprise twenty-four States members of the Food and Agriculture Organization or Members of the United Nations, twelve of these members to be elected by the Economic and Social Council and twelve by the Council of the Food and Agriculture Organization, it being understood that outgoing members shall be eligible for re-election;

6. Requests the Economic and Social Council and the Council of the Food and Agriculture Organization, as soon as possible after the adoption of the present resolution by the General Assembly and the Conference of the Food and Agriculture Organization, to elect twelve members each, four members each for a term of one year, four members each for a term of two years, and four members each for a term of three years;

7. Decides that thereafter all the members of the Intergovernmental Committee shall be elected for a term of three years, and requests the Economic and Social Council and the Council of the Food and Agriculture Organization to make such

provisions as will ensure that the terms of office of four members elected by the two Councils respectively shall expire in each calendar year;

8. Further requests the Economic and Social Council and the Council of the Food and Agriculture Organization, when electing members of the Intergovernmental Committee, to take into account the need for balanced representation of economically developed and developing countries and other relevant factors such as the representation of potential participating countries, both contributing and recipient, equitable geographical distribution, and the representation of both developed and developing countries having commercial interests in international trade in food-stuffs, especially those highly dependent on such trade;

9. Requests a view of the general regulations of the Programme in the light of the present resolution and calls upon the Economic and Social Council and the Council of the Food and Agriculture Organization to take appropriate action.

DRAFT RESOLUTION II

Programme of studies on multilateral food aid

The General Assembly,

Bearing in mind its resolution (XX) extending the World Food Programme,

Considering that the problem of hunger will continue to be one of the most serious problems facing the international community in the years to come,

Noting the finding of the Conference of the Food and Agriculture Organization of the United Nations at its thirteenth session that while it was possible to discern a trend towards the reduction of world surpluses, the need for food aid on the contrary was increasing,

Considering further that, without prejudice to the efforts being made to increase food production in developing countries, it is essential to intensify international co-operation in this field so long as many countries continue to experience difficulties in importing the additional food-stuffs needed for their steadily increasing populations,

Considering that the experience gained with the World Food Programme and the increase in its resources should enable it to enlarge its potential in this field and also to facilitate progress towards the objectives of the recommendation contained in annex A.II.6 of the Final Act of the Conference of the United Nations Conference on Trade and Development,

Recognizing that various proposals intended to make the World Food Programme a more effective instrument of international co-operation, including the proposal to convert it to a World Food Fund, have given rise to a number of fundamental issues, and that among these the Intergovernmental Committee of the World Food Programme at its eighth session had identified the following as significant:

- (a) The needs and absorptive capacity of developing countries for food aid;
- (b) The technical and economic feasibility of utilizing the productive capacity of: developing countries, efficient primary exporting countries, developed countries to sustain an enlarged, well-balanced programme of food aid to needy peoples;
- (c) The implications for the agricultural export earnings of developing countries, developed primary exporting countries and countries heavily dependent on the export of primary commodities;
- (d) The problems of distribution and administration;
- (e) The relationship between food aid arrangements and commodity trade arrangements;
- (f) The problems of financing, both over-all and for individual countries,

Bearing in mind that, while these issues are of particular significance to the World Food Programme, their study goes beyond the terms of reference of the United Nations/FAO Intergovernmental Committee for the World Food Programme and comes within the competence of such organizations as the United Nations, Food and Agriculture Organization, International Bank for Reconstruction and Development, International Monetary Fund and General Agreement on Tariffs and Trade,

Considering further that the Committee on Commodity Problems of the Food and Agriculture Organization, at its thirty-ninth session, identified the following as additional issues:

- (a) The implications of proposals on total aid to developing countries;
- (b) The aid-giving capacity of donor countries;
- (c) The impact on agricultural trade, as a whole, and possible effects on prices of food commodities not in surplus;

Appreciating that a study of this kind should be as comprehensive as possible and that it should deal with the proposals made and the problems they raise in terms as concrete as possible, with reference to different types of food commodities and the implications for different categories of countries,

Noting that the United Nations FAO Intergovernmental Committee of the World Food Programme decided to refer the whole matter to its parent bodies for consideration,

Noting further the action since taken by the Council of the Food and Agriculture Organization, and the relevant items in the programme of work recommended to the United Nations Conference on Trade and Development Board by its Committee on Commodities,

Recalling the words of His Holiness Pope Paul VI to the General Assembly on 4 October 1965: "Your task is to ensure that there is enough bread on the tables of mankind",

1. Requests the Secretary-General, in co-operation with the Director-General of the Food and Agriculture Organization of the United Nations and in consultation with the executive heads of other interested international organizations and programmes, including the International Bank for Reconstruction and Development, International Monetary Fund, General Agreements on Tariffs and Trade, and utilizing the total facilities of the United Nations, including United Nations Conference on Trade and Development, the United Nations Development Programme and the World Food Programme: to examine, with a view to suggesting various alternative types of action and in the context of the efforts being made in connexion with the Development Decade, the means and policies which would be required for large-scale international action of a multilateral character, under the auspices of the United Nations system for combating hunger effectively; such comprehensive study to be based upon, but not necessarily limited to, the proposals already made for adapting the techniques of food aid to benefit developing countries which are exporters of food-stuffs as well as those which are importers and with due regard, inter alia, to the issues mentioned in the sixth and eighth paragraphs of the preamble, especially those relating to the need for financial resources and to the possible relationship of this type of action to long-term international agreements on staple food-stuffs,

2. Requests the Secretary-General to report, through the Economic and Social Council, to the General Assembly at its twenty-first session, this report to deal, inter alia, with the arrangements made for undertaking this concerted study, any preliminary findings reached, and the anticipated time-table for the completion of the task.
