

# UNITED NATIONS

## GENERAL ASSEMBLY



Distr.  
GENERAL  
A/7427  
17 December 1968

ORIGINAL: ENGLISH

Twenty-third session  
Agenda item 45

### MULTILATERAL FOOD AID

#### Report of the Second Committee

Rapporteur: Mr. K.K. CHRISTIANSEN (Norway)

1. At its 1676th meeting, on 27 September 1968, the General Assembly allocated to the Second Committee agenda item 45 entitled "Multilateral food aid: report of the Secretary-General".
2. The Committee considered this item at its 1220th to 1224th, 1243rd, 1248th and 1249th meetings, held between 13 November and 13 December 1968. At its 1220th meeting the Committee heard a statement by the representative of the International Labour Organisation and at its 1222nd meeting a statement by the representative of the Food and Agriculture Organization of the United Nations.
3. In considering the item, the Committee had before it a note by the Secretary-General (A/7246), the report of the Secretary-General (E/4538), and the relevant section of the report of the Economic and Social Council to the General Assembly at its twenty-third session.<sup>1/</sup>
4. At the 1243rd meeting, the representative of New Zealand, on behalf of the delegations of Argentina, Australia, Greece, Ireland, Jamaica, Netherlands, New Zealand, the Philippines and Thailand, introduced a draft resolution (A/C.2/L.1040), which read as follows:

<sup>1/</sup> Official Records of the General Assembly, Twenty-third Session, Supplement No. 3A (A/7203/Add.1 (Part III)).

"The General Assembly,

"Recalling its resolutions 2096 (XX) of 20 December 1965 and 2300 (XXII) of 12 December 1967 on the programme of studies on multilateral food aid,

"Recalling also the Declaration on the World Food Problem<sup>2/</sup> adopted by the United Nations Conference on Trade and Development, at its second session,

"Taking note of the report<sup>3/</sup> of the Secretary-General, prepared 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 the other agencies and programmes concerned,

"Taking note also of the report<sup>4/</sup> of the Advisory Committee on the Application of Science and Technology to Development on international action to avert the impending protein crisis,

"Bearing in mind the discussion on multilateral food aid at the fourteenth session of the Conference of the Food and Agriculture Organization and at the forty-third session of the Committee on Commodity Problems including consideration of the possibility of incorporating food aid provisions in international commodity agreements,

"Aware of the encouraging recent improvements in the food production prospects in some food deficit developing countries, especially through programmes based on the wider adoption of high-yielding cereal varieties,

"Bearing in mind also, however, that it is essential to keep under review within the framework of the second Development Decade the evolution of the world food problem and, in this context, the capacity of developing countries, efficient primary exporting countries and developed countries to sustain an expanded programme of food aid, due account being taken of the special circumstances of food-importing donor countries,

"1. Reaffirms that the ultimate solution to the food problem of the developing countries lies in increased production in the food deficit developing countries, in the context of general economic development, and with the assistance, where necessary, of the developed countries;

"2. Endorses the principle that the benefits of food aid should accrue to the food deficit developing countries with appropriate regard to the trade interests of the food-exporting countries, especially the developing countries;

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<sup>2/</sup> Proceedings of the United Nations Conference on Trade and Development, Second Session, Vol. I, annex I, declaration 9 (II).

<sup>3/</sup> E/4538.

<sup>4/</sup> United Nations publication, Sales No.: 68.XIII.2.

"3. Recognizes that, in view of the continuing need for food transfers and for a degree of planning to ensure that the supplies required are available and taking into account the existence of surpluses, an opportunity now exists for food aid operations to become more purposeful and efficient, and to this end;

"4. Stresses the importance of:

"(a) Food aid as a contribution to the development of human resources in food-deficit countries as well as for emergency requirements and of its particular orientation towards the problem of nutritional deficiency;

"(b) The regular informal assessment by Governments concerned, individually and within existing institutional arrangements, of prospective food deficits and food aid needs;

"(c) Promoting the efficient development of agricultural resources in recipient countries and the expansion of world trade, in conformity with the Principles of Surplus Disposal of the Food and Agriculture Organization;

"(d) The role of international arrangements designed, where appropriate, to combine the pursuit of equitable returns to primary producers and commodity price stabilization with measures to provide food aid for developing countries;

"5. Considers that the further adaptation of multilateral food aid operations to meet changing needs should involve the special competence of the United Nations/FAO World Food Programme, in co-operation with interested organizations of the United Nations system;

"6. Urges States Members of the United Nations and members and associate members of the Food and Agriculture Organization to make every effort to attain the target for voluntary contributions to the World Food Programme;

"7. Invites the Food and Agriculture Organization and the United Nations/FAO World Food Programme and Member Governments to keep under consideration ways of ensuring that the world supply of food-stuffs is sufficient to meet the likely volume of requests and, in this context, to remain conscious of the possible need to cope with unforeseen urgent situations and to utilize effectively donations of food-stuffs which become available at short notice, subject to the rules of procedure of the World Food Programme;

"8. Requests the United Nations/FAO Intergovernmental Committee of the World Food Programme:

"(a) To review the recent studies on the subject of food aid prepared within the United Nations system;

"(b) To submit recommendations regarding those elements which, in its view, might form part of an integrated approach to the world food problem;

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"(c) Taking account in this respect of experience gained to date, including allocations to the World Food Programme under the Food Aid Convention of the International Grains Arrangement, to consider ways and means of improving its own food aid programme commensurate with prospective needs in this field;

"(d) To continue its examination of the considerations involved in the question of including forms of aid in kind other than food in the resources of the World Food Programme, the potential availability of such pledges and the manner in which requests for such requisites might be assessed;

"9. Requests the Secretary-General, in co-operation with the Director-General of the Food and Agriculture Organization and in consultation with other interested agencies and programmes, to provide assistance as required to the United Nations/FAO Intergovernmental Committee in the discharge of its mandate;

"10. Further requests that the report of the United Nations/FAO Intergovernmental Committee falling within the terms of this resolution be presented for consideration to the fifty-second session of the Council of the Food and Agriculture Organization, and to the forty-sixth session of the Economic and Social Council and thence to the General Assembly at its twenty-fourth session.

5. Denmark and Uruguay joined as co-sponsors of the draft resolution (A/C.2/L.1040/Add.1).

6. At the 1248th meeting, the sponsors presented a revision of the draft resolution (A/C.2/L.1040/Rev.1), which contained the following changes:

(a) In the fifth paragraph of the preamble, the words "including consideration of the possibility of incorporating food aid provisions in international commodity agreements" were deleted;

(b) The seventh paragraph of the preamble was revised to read:

"Bearing in mind also, however, that it is essential to keep under review within the framework of the Second Development Decade the progress made towards the solution of the world food problem and, in this context, the capacity of primary exporting countries and developed countries to sustain an expanded programme of food aid, due account being taken of the special circumstances of food-importing donor countries,";

(c) The operative part of the draft resolution was replaced by the following:

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"1. Reaffirms that the ultimate solution to the food problem of the developing countries lies in increased production in the food deficit developing countries, in the context of their general economic development, with the co-operation of the developed countries;

"2. Recognizes that, in view of the continuing need for food transfers as a measure of assistance until the developing countries become self-sufficient in their production and for a degree of planning to ensure that the supplies required are available, and taking into account moreover the existence of surpluses, an opportunity now exists for food aid operations to become more purposeful and efficient, and to this end stresses the importance of:

"(a) Food aid for humanitarian purposes as well as a contribution to economic and social progress in food deficit countries and for emergency requirements including the need to overcome the problem of nutritional deficiency;

"(b) Assistance to the developing countries in their efforts to increase food production through the modernization of the agricultural sector;

"(c) The principle that the benefits of food aid should accrue mainly to the food deficit developing countries bearing in mind their limited purchasing capacity, with appropriate regard to the trade interests of the food-exporting countries, especially the developing countries, in conformity with the principles of surplus disposal of the Food and Agriculture Organization;

"(d) The role of international arrangements designed, where appropriate, to combine the pursuit of commodity price stabilization objectives, reflecting the interests of both primary producers and consumers, with measures to provide food aid for developing countries;

"3. Considers that the special competence and experience of the United Nations/FAO World Food Programme should be brought to bear in co-operation with interested organizations of the United Nations system in the further adaptation of multilateral food aid operations to meet the needs which arise;

"4. Urges States Members of the United Nations and members and associate members of the Food and Agriculture Organization to make every effort to attain the target for voluntary contributions to the World Food Programme;

"5. Invites the Food and Agriculture Organization and the United Nations/FAO World Food Programme and other interested organizations to give consideration to the possible ways, including the suggestions contained in the Secretary-General's report, for making appraisals of prospective food deficits and food aid needs and of ensuring that sufficient food-stuffs are available to cope with unforeseen urgent situations, and to report as appropriate to the Economic and Social Council and to the General Assembly;

"6. Requests the United Nations/FAO Intergovernmental Committee of the World Food Programme:

"(a) To review the relevant portions of the Secretary-General's report and other recent studies on the subject of food aid prepared within the United Nations system;

"(b) To submit recommendations regarding those aspects of the food aid question which, in its view, might form part of an integrated approach to the world food problem;

"(c) To consider in this respect ways and means of improving its own food aid programme commensurate with prospective needs in this field, with due regard to experience gained to date, including allocations to the World Food Programme under the Food Aid Convention of the International Grains Arrangement taking into account the relevant proposals contained in the Secretary-General's report and the need to utilize effectively donations of food-stuffs which become available at short notice, subject to the rules of procedure of the World Food Programme;

"(d) To continue its examination of the considerations involved in the question of including forms of aid in kind other than food in the resources of the World Food Programme, the potential availability of such pledges and the manner in which requests for such requisites might be assessed;

"7. Requests the Secretary-General and the Director-General of the Food and Agriculture Organization, in consultation with other interested agencies and programmes, to provide assistance as required to the United Nations/FAO Intergovernmental Committee in the discharge of its mandate;

"8. Further requests that a progress report of the United Nations/FAO Intergovernmental Committee falling within the terms of this resolution be presented, if possible, for consideration to the fifty-second session of the Council of the Food and Agriculture Organization, and to the forty-seventh session of the Economic and Social Council and thence to the General Assembly at its twenty-fourth session with the final report being submitted, through the same bodies, for consideration by the Assembly at its twenty-fifth session."

7. The representative of Pakistan, on behalf of the delegations of Afghanistan, Algeria, Cyprus, Ghana, India, Indonesia, Iran, Mauritania, Pakistan, Sudan, Tunisia, Uganda, the United Arab Republic and Yugoslavia, orally proposed that the following paragraph should be added after paragraph 8:

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"9. Further invites 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 the appropriate organizations of the United Nations system, to keep under review, within the framework of the second Development Decade, the evolution of the food problem in developing countries and the progress made in the implementation of recommendations designed to solve it, bearing in mind that this would require an integrated approach, including, in addition to food aid, increase in the food production and modernization of agriculture, demographic planning, development of agro industries and sustained growth of exports from developing countries."

8. The representative of India made the following proposals (A/C.2/L.1052):

(a) The first part of operative paragraph 5 would be replaced by the following text:

"5. Invites the Food and Agriculture Organization of the United Nations, in consultation with other interested organizations, to give consideration...";

(b) In operative paragraph 5, the words "the Council of the Food and Agriculture Organization of the United Nations" would be inserted before the words "Economic and Social Council".

9. The representative of Canada submitted the following amendments (A/C.2/L.1053):

(a) In operative paragraph 5, the words "of attempting to ensure that sufficient food-stuffs are available" would replace the words "of ensuring that sufficient food-stuffs are available";

(b) The last words of paragraph 5 "and to the General Assembly" would be deleted;

(c) The last part of operative paragraph 8 would be replaced by the following:

"... for consideration to the fifty-second session of the Council of the Food and Agriculture Organization of the United Nations and to the forty-seventh session of the Economic and Social Council, with the final report being submitted to the Economic and Social Council at its forty-ninth session".

10. At the 1049th meeting, the delegations of Afghanistan, Algeria, Cyprus, Ghana, India, Indonesia, Iran, Mauritania, Pakistan, Sudan, Tunisia, Uganda and Yugoslavia, submitted a revision (A/C.2/L.1051) of the fourteen-Power amendment made orally at the 1248th meeting (see paragraph 7 above). The proposed new paragraph 9 would read as follows:

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"9. Invites the Secretary-General and the Director-General of the Food and Agriculture Organization of the United Nations, in consultation with the executive heads of other interested agencies and programmes, to keep under review, within the framework of the second Development Decade, the evolution of the food problem in developing countries and the progress made in the implementation of recommendations designed to solve it, bearing in mind that this would require an integrated approach."

11. The representative of France submitted the following amendments (A/C.2/L.1054):

(a) In operative paragraph 2 (d), the words "objectives of commodity price stabilization at a profitable level" would replace the words "commodity price stabilization objectives";

(b) Operative paragraph 6 (b) would be replaced by the following:

"(b) To submit recommendations, especially with a view to assisting in the preparation of the second Development Decade, on the priorities and objectives which should guide the activities of Member States and of the competent international organizations in helping to solve the world's food problem;".

12. The representative of the United Kingdom of Great Britain and Northern Ireland presented an amendment (A/C.2/L.1055) to operative paragraph 2, whereby the words "as a measure of assistance until the developing countries become self-sufficient in their production" would be replaced by the words "as a measure of temporary assistance to developing countries until they are in a position to meet their own food requirements".

13. The thirteen-Power amendment (see paragraph 10 above) was orally revised to read:

"9. Invites the Secretary-General of the United Nations and the Director-General of the Food and Agriculture Organization of the United Nations, in consultation with the executive heads of other interested agencies and programmes, to keep under review, in the context of the second Development Decade, the evolution of the food problem in developing countries and the progress made towards its solution, bearing in mind that this would require an integrated approach".

14. The first amendment of France (see paragraph 11 (a) above) was orally revised, so that paragraph 2 (d) would read:

"(d) The role of international arrangements designed, where appropriate, to combine the pursuit of objectives of commodity price stabilization at an equitable and remunerative level, with measures to provide food aid for developing countries;".

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15. The amendment of the United Kingdom of Great Britain and Northern Ireland (see paragraph 12 above) was also orally revised to read: "as a measure of temporary assistance to developing countries until they have solved their food problems".

16. The sponsors informed the Committee that they accepted with certain modifications the amendments of India (see paragraph 8 above) and the second and third amendments of Canada (see paragraph 9 (b) and (c) above).

17. The representative of Canada withdrew his first amendment (see paragraph 9 (a) above).

18. At the same meeting the Committee voted on the draft resolution, as orally revised, and the amendments thereto. The voting was as follows:

(a) The thirteen-Power amendment, as orally revised (see paragraph 13 above), was approved by 53 votes to none, with 12 abstentions;

(b) The first amendment of France, as orally revised (see paragraph 14 above), was approved by 33 votes to none, with 38 abstentions;

(c) The second amendment of France (see paragraph 11 (b) above) was approved by 19 votes to 16, with 29 abstentions;

(d) The amendment of the United Kingdom, as orally revised (see paragraph 15 above) was approved by 55 votes to 1, with 11 abstentions;

(e) Operative paragraph 2 (d), as amended, on which a separate vote had been requested by the representative of Japan, was approved by 59 votes to 1, with 9 abstentions;

(f) The draft resolution, as a whole, as orally revised and amended, was approved by 62 votes to none, with 10 abstentions (see paragraph 20 below).

19. Statements in explanation of vote were made at the same meeting. <sup>5/</sup>

#### RECOMMENDATION OF THE SECOND COMMITTEE

20. The Second Committee recommends to the General Assembly the adoption of the following draft resolution:

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<sup>5/</sup> See A/C.2/SR.1249.

The General Assembly,

Recalling its resolutions 2096 (XX) of 20 December 1965 and 2300 (XXII) of 12 December 1967 on the programme of studies on multilateral food aid,

Recalling also the Declaration on the World Food Problem<sup>6/</sup> adopted by the United Nations Conference on Trade and Development at its second session,

Taking note of the report of the Secretary-General,<sup>7/</sup> prepared 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 the other agencies and programmes concerned,

Taking note also of the report of the Advisory Committee on the Application of Science and Technology to Development on international action to avert the impending protein crisis,<sup>8/</sup>

Bearing in mind the discussion on multilateral food aid at the fourteenth session of the Conference of the Food and Agriculture Organization and at the forty-third session of the Committee on Commodity Problems,

Aware of the encouraging recent improvements in the food production prospects in some developing countries with a food deficit, especially through programmes based on the wider adoption of high-yielding cereal varieties,

Bearing in mind also, however, that it is essential to keep under review within the framework of the second United Nations Development Decade the progress made towards the solution of the world food problem and, in this context, the capacity of primary-exporting countries and developed countries to sustain an expanded programme of food aid, due account being taken of the special circumstances of food-importing donor countries,

1. Reaffirms that the ultimate solution to the food problem of the developing countries lies in increased production in the developing countries with a food deficit, in the context of their general economic development, with the co-operation of the developed countries;

2. Recognizes that, in view of the continuing need for food transfers as a measure of temporary assistance to the developing countries until they have solved their food problems and for a degree of planning to ensure that the supplies

6/ Proceedings of the United Nations Conference on Trade and Development, Second Session, Vol. I, annex I, declaration 9 (II).

7/ E/4538.

8/ United Nations publication, Sales No.: 68.XIII.2.

required are available, and taking into account moreover the existence of surpluses, an opportunity now exists for food aid operations to become more purposeful and efficient, and to this end stresses the importance of:

(a) Food aid for humanitarian purposes as well as a contribution to economic and social progress in countries with a food deficit and for emergency requirements, including the need to overcome the problem of nutritional deficiency;

(b) Assistance to the developing countries in their efforts to increase food production through the modernization of the agricultural sector;

(c) The principle that the benefits of food aid should accrue mainly to the food deficit developing countries bearing in mind their limited purchasing capacity, with appropriate regard to the trade interests of the food-exporting countries, especially the developing countries, in conformity with the principles of surplus disposal of the Food and Agriculture Organization of the United Nations;

(d) The role of international arrangements designed, where appropriate, to combine the pursuit of objectives of commodity price stabilization at an equitable and remunerative level, with measures to provide food aid for developing countries;

3. Considers that the special competence and experience of the United Nations/FAO World Food Programme should be brought to bear in co-operation with interested organizations of the United Nations system in the further adaptation of multilateral food aid operations to meet the needs which arise;

4. Urges States Members of the United Nations and members and associate members of the Food and Agriculture Organization of the United Nations to make every effort to attain the target for voluntary contributions to the World Food Programme;

5. Invites the Director-General of the Food and Agriculture Organization of the United Nations, in consultation with the executive heads of other interested organizations, to give consideration to the possible ways, including the suggestions contained in the Secretary-General's report, for making appraisals of prospective food deficits and food aid needs and of ensuring that sufficient food-stuffs are available to cope with unforeseen urgent situations,

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and to report as appropriate to the Council of the Food and Agriculture Organization of the United Nations and to the Economic and Social Council;

6. Requests the United Nations/FAO Intergovernmental Committee of the World Food Programme:

(a) To review the relevant portions of the Secretary-General's report and other recent studies on the subject of food aid prepared within the United Nations system;

(b) To submit recommendations, especially with a view to assisting in the preparation of the second United Nations Development Decade, on the priorities and objectives which should guide the activities of Member States and of the competent international organizations in helping to solve the world's food problem;

(c) To consider in this respect ways and means of improving its own food aid programme commensurate with prospective needs in this field, with due regard to experience gained to date, including allocations to the World Food Programme under the Food Aid Convention of the International Grains Arrangement taking into account the relevant proposals contained in the Secretary-General's report and the need to utilize effectively donations of food-stuffs which become available at short notice, subject to the rules of procedure of the World Food Programme;

(d) To continue its examination of the considerations involved in the question of including forms of aid in kind other than food in the resources of the World Food Programme, the potential availability of such pledges and the manner in which requests for such requisites might be assessed;

7. Requests the Secretary-General and the Director-General of the Food and Agriculture Organization, in consultation with other interested agencies and programmes, to provide assistance as required to the United Nations/FAO Intergovernmental Committee in the discharge of its mandate;

8. Further requests that a progress report of the United Nations/FAO Intergovernmental Committee falling within the terms of the present resolution be presented, if possible, for consideration to the Council of the Food and Agriculture Organization of the United Nations at its fifty-second session and to the Economic and Social Council at its forty-seventh session, with the final

report being submitted to the Economic and Social Council at its forty-ninth session;

9. Invites the Secretary-General of the United Nations and the Director-General of the Food and Agriculture Organization of the United Nations, in consultation with the executive heads of other interested agencies and programmes, to keep under review, in the context of the second United Nations Development Decade, the evolution of the food problem in developing countries and the progress made towards its solution, being in mind that this would require an integrated approach.

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