General Assembly Second Committee: Committee History and Structure

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The United Nations General Assembly (GA) was established in 1945 by the Charter of the United Nations. Each member state has a permanent seat on this committee. Thus, the GA is the congress or parliament of the United Nations. It occupies a central position as the chief deliberative, policy-making and representative organ of the United Nations.”

In the GA, each UN Member State has one vote. No matter how different in military or economic power, all are equal. Thus, the United States’ vote counts the same as Egypt’s, and Bolivia has the same voice as China. This is opposed to some other UN committees, such as the Security Council, which have limited membership or special voting rules. This feature gives the General Assembly a great deal of legitimacy on the world stage. It is a place where world public opinion can be expressed.

The GA covers all issues of global importance. Article 14 of the United Nations Charter gives the GA the power to “recommend measures for the peaceable adjustment of any situation, regardless of origin, which it deems likely to impair the general welfare or friendly relations among nations.” According to the Charter, the GA “may discuss any questions or any matters within the scope of the present Charter or relating to the powers and functions of any organs” except “any matters relative to the maintenance of international peace and security which are being dealt with by the Security Council.”

The majority of GA resolutions originate in one of the GA’s many subcommittees, such as GA-1 (disarmament and security), GA-2 (economic and financial), GA-3 (social, humanitarian, and cultural), and ECOSOC (economic and social). Thus, the relationship between the GA and its subcommittees is akin to that between the US Senate and its subcommittees. Resolutions passed by subcommittees are simply working papers. Only when the GA passes a resolution does it go into effect.

Resolutions passed by the GA are recommendations to Member States. Unlike Security Council resolutions, they are not binding. Nevertheless, GA resolutions are an expression of world public opinion. Moreover, they often inspire treaties and conventions that are binding on the states that sign them.

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1 This background guide was written by Karen Ruth Adams with contributions from Emily Tutvedt, Samantha Stephens, Brianna Sefcak, Jessica McCutcheon, Nicholas Potratz, and Dani Howlett. Copyright 2017 by Karen Ruth Adams.


4 “Charter of the United Nations,” Chapter IV.

5 “Charter of the United Nations,” Chapter IV.

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The GA-2 is a forum for UN Member States to discuss and improve their national economies, the world economy, and the international financial system. Like the other main committees of the GA, the UN established the GA-2 in 1947. The GA-2 meets each fall at UN headquarters in New York, as well as in special sessions as deemed necessary.

All UN Member States need economic growth and development to foster domestic political and social stability. International trade and finance can contribute to these goals. When states specialize in the production of certain goods and trade those goods for others, the total number of goods produced in the world rises, and prices to consumers fall. Similarly, a strong international financial system enables individuals and firms to invest in various countries, and allows developed countries to provide aid and loans to assist less-developed states.

Trade as a percentage of the average state’s gross domestic product (GDP) has risen dramatically since World War II. According to the International Monetary Fund (IMF), the share of global production that is traded has increased three-fold since the early 1950s. Yet states and firms differ in the extent to which they have participated in this growth. According to the IMF, emerging market economies (EMEs) such as South Korea, Vietnam, and the BRICS (Brazil, Russia, India, China, and South Africa) and high-technology products such as computers and electronics have driven increasing global trade. In 2016, UN Member State participation in trade ranged from a low of 11.5 percent of GDP in the Sudan to a high of 206.3 percent in Singapore.

International trade requires a strong international financial system to create confidence in the currencies used to pay for traded goods. Since World War II and especially since the end of the Cold War, people, firms, and states have increasingly invested in stocks, bonds, currencies, companies, and real estate in markets beyond their national borders. In addition, banks and governments have increasingly loaned money to foreign firms and states. In 2016, the two largest sources of foreign investment were Austria and Switzerland, and the two largest recipients were the United Kingdom and the United States.

High levels of international trade and finance mean that an economic and financial crisis in one country or region can affect people and states all over the world. By working together at the GA-2, states can maximize the positive effects and minimize the negative effects of international trade and finance.

Membership, Voting, and Leadership

The membership of the GA-2 includes all 193 UN Member States. In addition, non-member states and other entities recognized by the UN as permanent observers may attend and participate in meetings, but they cannot vote. At present, permanent observers include Palestine and the Holy See (Vatican City), as well as a number of international organizations, such as the European Union and African Union.

Each UN Member State has one vote. Resolutions and reports pass the committee and go on for General Assembly consideration if approved by a simple majority of Member States.

Regional blocs and other alliances play an important role in building consensus. Blocs consist of both countries in the same region and countries from different regions that face similar problems. For example, the Group of 77 is a group of less-developed countries that often vote together on economic and other matters.  

The Chair of the GA-2 chairs the meetings and corrects any procedural mistakes. The chairs of the GA-2 and other five main GA committees are elected annually by the members of their committees, with one chair from each world region. Elections are held at least three months before the beginning of the annual session. The other officers of the GA-2 (three vice chairs and a rapporteur) are elected at the beginning of each annual session.

**History and Challenges**

In 1945, the founding members of the UN expressed their goals for the organization in Article I of the UN Charter. The third of these goals is:

To achieve international co-operation in solving international problems of an economic, social, cultural, or humanitarian character, and in promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion.

The GA-2 and ECOSOC take the lead in drafting resolutions on these matters’ economic aspects.

In 2005, in response to suggestions from then-Secretary-General Kofi Annan, the GA as a whole began the process of streamlining its procedures to increase its effectiveness. Since then, one of the major initiatives of the GA-2 has been to establish categories for the topics it addresses and to rotate consideration of those categories every other year. It is hoped this will enable the committee to focus on the most important issues, relate subsidiary issues to major topics, and create the opportunity for greater progress and implementation over time.

The GA-2 faces three obstacles to resolving global economic problems. First, the new agenda categories (such as “globalization and interdependence”) are very broad. Because they encompass a variety of issues, they are subject to competing interpretations.

Second, as in all UN committees, the direction of debate and the content of resolutions in the GA-2 depend on the competing interests of Member States. Often, there is a kind of “lowest common denominator” approach, which means that the committee focuses on easier issues at the expense of more difficult ones. In recent decades, economic rights such as the right to work and the right to shelter have been among the issues pushed aside in favor of political and civil rights such as voting and freedom of the press. Yet all of these rights were articulated in the 1948 Universal Declaration of Human Rights, and many states have signed and ratified the 1966 International Covenant on Economic, Social, and Cultural Rights, which entered into force in 1976.  


16 “Home,” UN General Assembly Second Committee website.

17 International Covenant on Economic, Social, and Cultural Rights, [http://www.ohchr.org/EN/ProfessionalInterest/Pages/CESCR.aspx](http://www.ohchr.org/EN/ProfessionalInterest/Pages/CESCR.aspx).
Third, there is a tendency for the states with the largest and most developed economies to try to address economic and financial issues in the organizations they dominate. Thus from 1975 to 1998, representatives of the seven largest Western economies (the United States, Britain, France, Canada, Italy, Germany, and Japan) met regularly at Group of 7 (G-7) summits to discuss oil prices, exchange rates, and other economic matters. In 1998, the US invited Russia to join the group, and it was renamed the G-8.18

In 1999, following the Asian Financial Crisis, Finance Ministers and Central Bank Governors from 19 countries, (the G-8 countries plus Australia, Argentina, Brazil, China, India, Indonesia, Mexico, Saudi Arabia, South Korea, South Africa, and Turkey) and the European Union began to hold regular meetings regarding international economic cooperation. The group became known as the G-20. Following the 2008 financial crisis, heads of state from these countries began to convene at an annual Leaders' Summit as well. Together, the G-20 countries have 2/3 of the world’s population, produce 80% of global GDP, and have members who represent 15 of the 20 largest exporting countries in the world.19

Although the G-20 has more participants than the G-7 and includes most of the large developing countries, it leaves the other 174 UN Member States out of vital international economic decisions.20 Of particular concern is that the G-20 does not include any of the 47 states that the GA has identified as “least developed.”21 Most of these countries are in Africa, and their populations live on less than approximately $2.85 per day.22

In March 2014, the G-8 suspended Russia after it annexed Crimea from Ukraine. While this is symbolic given the existence of the G-20 and the lack of sanctions on Russia by some states, it still represents resolve among the other G-7 members to use dominant economic capability to influence the actions of states in their interest at the exclusion of others. Despite its current ouster from the G-8, Russia remains a member of the G-20.23

To represent the other UN Member States in particular, and the GA in general, the UN Secretary-General is often invited to G-20 meetings. In early 2017, for example, Secretary-General António Guterres attended a meeting held by G20 foreign ministers to prepare for the summer 2017 G20 summit in Hamburg, Germany. The meeting focused on how to achieve greater economic and environmental sustainability, especially in developing countries, by 2030. At the meeting, Guterres contributed his own thoughts on the subject as he discussed development in Africa and the issue of sustainability more broadly with the foreign ministers.24

Because the GA-2 includes all 193 UN Member States – regardless of financial stability and level of development – and because each state on the committee has one vote, draft resolutions passed by the GA-2 are often seen as statements of world public opinion on vital economic matters. In addition, because the GA-2 is a


19 Group of 20, " Members and Participants," G20 Germany Website, https://www.g20.org/Webs/G20/EN/G20/Participants/participants_node.html.


subcommittee of the GA, which controls the UN budget, the GA-2 can initiate development and other economic projects that have a good chance of being funded.

Recent and Current Work

In 2000, UN Member States adopted the Millennium Development Goals (MDGs) as the centerpiece of the UN’s campaign against global poverty. They were thus a continual part of the GA-2 agenda under the general topic of “Sustainable Development” for many years. The General Assembly passed the MDGs with a fifteen-year deadline. Upon reaching this deadline in 2015, and seeing success on many of the MDGs, the UN passed a new set of Sustainable Development Goals (SDGs), which act as a continuation of the MDGs with a stronger focus on environmental sustainability and protection. These goals aim to meet the following benchmarks by 2030:

1. End poverty in all its forms everywhere
2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture
3. Ensure healthy lives and promote well-being for all at all ages
4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
5. Achieve gender equality and empower all women and girls
6. Ensure availability and sustainable management of water and sanitation for all
7. Ensure access to affordable, reliable, sustainable and modern energy for all
8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
10. Reduce inequality within and among countries
11. Make cities and human settlements inclusive, safe, resilient and sustainable
12. Ensure sustainable consumption and production patterns
13. Take urgent action to combat climate change and its impacts
14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development
15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
17. Strengthen the means of implementation and revitalize the global partnership for sustainable development.

These seventeen goals now characterize much of the work completed in GA-2, especially as they relate to foreign aid from more developed countries, sustainable development, and combating environmental degradation. Certain goals, such as Goal 8 – to Promote sustained, inclusive, and sustainable economic growth, full and productive employment and decent work for all – relate directly to the work of the GA-2. Virtually all the goals (e.g. Goal 9: building resilient infrastructure) will depend, albeit indirectly, on promoting economic development, particularly in the less-developed and least-developed countries. Further, the GA has repeatedly urged all

25 “Charter of the United Nations,” Chapter IV.


developed states to commit to donating 0.7 percent of their country’s gross domestic product toward overseas development assistance, though many have fallen short of this goal.\footnote{Anne-Marie Slaughter, “Security, Solidarity and Sovereignty: The Grand Themes of UN Reform,” The American Journal of International Law 99, no. 3 (2005), p. 630. With regard to the .7% goal, see “The 0.7% target: An in-depth look,” Millennium Project website, \url{http://www.unmillenniumproject.org/press/07.htm}.}

Even before the international financial crisis began in 2008, aid shortfalls of $18 billion and the World Bank’s finding that poverty was more widespread than previously thought ensured that the MDGs would continue to be at the forefront of discussion in the GA-2.\footnote{“World Bank Finds More People live in Steep Poverty,” \textit{New York Times} 26 August 2008, \url{http://www.nytimes.com/2008/08/27/washington/27worldbank.html} and “MDG Gap Task Force Report 2008,” available at \url{http://www.un.org/en/development/desa/policy/mdg_gap/mdg_gap_archive.shtml}.} Although setbacks had been encountered, Sha Zukang, the UN Under-Secretary-General for Economic and Social Affairs, argued that they had been overstated and that the MDGs could still be reached if developed and developing states remain committed to poverty reduction.\footnote{Sha Zukang “Devising a shared global strategy for the MDGs: building on successes towards 2015,” \textit{UN Chronicle} 44, no. 4 (December 2007), pp. 14-15, \url{http://unchronicle.un.org/article/devising-shared-global-strategy-mdgs-building-successes-towards-2015/}.} Since the international financial crisis, however, both developed and less-developed states have seen dramatic reductions in asset prices and trade levels. This made it more difficult to achieve the MDGs and will likely continue to impede the achievement of the SDGs.\footnote{UN News Centre, “Economic slowdown in rich countries could hurt poorer status, UN reports,” \url{http://www.un.org/news/dh/pdf/english/2008/04092008.pdf}.} In 2015, final progress on the 144 targets for the eight MDGs was as follows:

- 35.4% (51) targets met or had excellent progress (nearly met);
- 35.4% (51) targets had "good" progress (i.e. showing improvement, but still short of 2015 goals);
- 18.0% (26) targets had fair progress (i.e. some improvement, but far from the 2015 goals);
- 11.1% (16) targets had deteriorated, had shown poor or no progress, or had insufficient data.\footnote{United Nations, “Millennium Development Goals: 2015 Progress Chart.”}

Because the domestic economic policies of one state, especially a large state such as the US, can have a profound effect on global capital, stock, and real estate markets, a national economic crisis can easily become an international economic crisis, reducing investment, growth, and living standards all around the world.\footnote{Steven Pearlstein, “With Bubbles Popping Worldwide, No Wonder the Economy’s Gone Flat,” \textit{Washington Post}. 7 October 2008, \url{http://www.washingtonpost.com/wp-dyn/content/article/2008/10/06/AR2008100603184.html}.} The GA-2 is a natural forum for discussion of how to address economic crises when they occur and how to prevent their occurrence in the future. The GA-2 engages in debate about this under the broad category of “macroeconomic policy questions” and, more specifically, under “international financial system and development,” which is an annual topic. In June 2009, debates about the international economic crisis that first played out in the GA-3 in 2008 took center stage at a GA-sponsored summit of world leaders.\footnote{United Nations. “United Nations Conference on the World Financial and Economic Crisis and Its Impact on Development,” 24-26 June 2009, \url{http://www.un.org/ga/econcrisissummit/}.}
climate change by implementing the United Nations Framework Convention on Climate Change and urging states to sign agreements related to climate change, such as the Kyoto Protocol and Paris Agreement, as soon as possible.  

From 2009 to 2012, the GA-2 was at the forefront of efforts to convene the Rio+20 Conference following up on the 1992 United Nations Conference on Environment and Development (UNCED), in Rio de Janeiro, Brazil. Known formally as the United Nations Conference on Sustainable Development (UNCSD) and informally as Rio+20, the conference was held in Brazil in June 2012 and was charged with obtaining firm commitments to achieve sustainable development, defined as “the balanced integration of economic development, social development and environmental protection.” Most recently, in 2016, the GA-2 passed one resolution relating to the outcome of the conference. The resolution reaffirmed Member States’ commitment to achieving the goals outlined at Rio+20. Although the conference resulted in a report and resolution entitled “The Future We Want,” most observers agree that the conference achieved little. According to the aid organization CARE and the environmental organization Greenpeace the meeting was “a political charade” and “a failure of epic proportions.”

In recent years, the GA-2 has sent about 40 draft resolutions per year to the GA for final passage. In fact, in its 71st Session (2016-2017), the GAP passed 37 resolutions that originated in GA-2. In the 71st Session, GA-2 resolutions addressed a variety of issues, ranging from immigration and international trade and finance to environmental issues with economic implications for both developed and developing countries, such as desertification. Consistent with the General Assembly’s recent focus on sustainable development and its adoption of the new Sustainable Development Goals, the GA-2 has begun to examine how Member States can promote sustainable methods of economic growth for developing countries. Many of the resolutions during the 71st session of the GA-2 related to sustainable development, reflecting the GA’s general focus on issue in recent years.

**Agenda Topics for the MMUN Conference**

At the 2017 MMUN Conference, the General Assembly Second Committee will consider the following topics:

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1. Human Settlements

2. The Role of Women in Development

When writing your position papers and resolutions, think broadly about these issues, remembering both the overarching goals of the United Nations General Assembly and the perspective of the country you represent.

**Recommended Reading**


This is a scholarly critique of the Millennium Development Goals from the perspective of less-developed countries.


The “Strengthening of the UN” section of this report by a former secretary general summarizes some of the problems of the GA. In addition, the “Freedom from Want” section summarizes many of the contemporary issues related to economics and finance.


This document lays out the purposes and procedures of the UN. Delegates should be familiar with this document, especially Chapter IV, which addresses the GA.


This magazine from the United Kingdom is an excellent source for economic and financial news and analysis, as well as special reports on specific countries and issues. See also footnotes 10 and 11 (above) for information about the extent of your country’s participation in international trade and finance.


The official website of the General Assembly has information on the General Assembly’s actions and duties, as well as the agendas and resolutions of its various committees.


This is the official website of the GA-2. It provides access to the GA-2’s current draft resolutions and reports. For GA-2 resolutions and meetings from last year, see the source described above in footnote 43.


This site provides access to each state’s UN mission website, where you can research your country’s position on the issues before the UN.


This report uses graphs and photos to show the work that was done to meet the MDGs in various countries and regions since 2000. It also provides suggestions for improving in the 8 areas related to the MDGs during and after 2015.
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This press release summarizes a fall 2016 GA Plenary debate on resolutions initiated by the GA2. Search for your country’s name to see what position it took on recent issues. If your country does not appear in this particular press release, additional press releases for the GA2 are available at http://www.un.org/en/ga/second/pr.shtml.


From this site you can read or watch your country's speeches at high-level GA Plenaries. This will give you a sense of its policy priorities and diplomatic style.