General Assembly Second Committee: Committee History and Structure

15 September 2015

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

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1 This background guide was written by Karen Ruth Adams with contributions from Emily Tutvedt (2008), Samantha Stephens (2010), Brianna Sefcak (2011), Jessica McCutcheon (2012), and Nicholas Potratz (2015). Copyright 2015 by Karen Ruth Adams.


4 “Charter of the United Nations,” Chapter IV.
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.\(^5\)

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.\(^7\) Like the other main committees of the GA, the UN established the GA-2 in 1947.\(^8\) 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.\(^9\) In 2014, UN Member State participation in

\(^5\) "Charter of the United Nations," Chapter IV.


trade ranged from a low of 17 percent of GDP in the Central African Republic to a high of 252 percent in Singapore.\textsuperscript{10}

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 2013, the two largest sources of foreign investment were the Belgium and Switzerland, and the two largest recipients were China and the Netherlands.\textsuperscript{11}

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.

\textbf{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.\textsuperscript{12}

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.

\textsuperscript{10} World Bank, “Merchandise trade (% of GDP),” \url{http://data.worldbank.org/indicator/TG.VAL.TOTL.GD.ZS?order=wbapi_data_value_2012%20wbapi_data_value%20wbapi_data_value-last&sort=asc}.


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.\(^\text{13}\)

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.\(^\text{14}\)

**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.\(^\text{15}\) The GA-2 and ECOSOC take the lead in drafting resolutions on the economic aspects of these matters.

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.\(^\text{16}\)

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\(^\text{16}\) UN General Assembly Second Committee website.
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 1976.17

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 85% of global GDP, and account for 75% of global trade.19

Although the G-20 has more participants than the G-7 and includes most of the large developing countries, it leaves the other 173 UN Member States out of vital international economic decisions.20 Of particular concern is that the G-20 does not include even one of the

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49 states that the GA has identified as “least developed.” Most of these countries are in Africa, and their populations live on less than approximately $2.85 per day.\(^{21}\)

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.\(^{22}\)

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. At the 2013 G-20 meeting in Russia, Secretary-General Ban Ki-moon linked the situation in Syria to economic need by telling the G20 he was “extremely grateful for all the humanitarian assistance provided so generously to the Syrian people. Yet [he would] continue to urgently ask for additional funding for our humanitarian operations because of the constant needs.”\(^{23}\) The specific focus of this speech diverged from past years, such as 2012, in which Ban Ki Moon made more general statements asking the G20 states to “stimulate our economies to create decent jobs,” to “provide social protection to the most poor and vulnerable,” and to “achieve all this while respecting the boundaries of our planet to make our world more prosperous, secure and sustainable for the next generations.”\(^{24}\)

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 subcommittee of the GA, which controls the UN budget,\(^{25}\) the GA-2 can initiate development and other economic projects that have a good chance of being funded.


\(^{25}\) “Charter of the United Nations,” Chapter IV.
Recent and Current Work

The Millennium Development Goals (MDGs) are the centerpiece of the UN’s campaign against global poverty, and are thus a perpetual part of the GA-2 agenda under the general topic of “Sustainable Development.” The MDGs were passed in 2000 by the General Assembly. These goals have been to meet the following benchmarks by 2015:

1. Eradicate extreme poverty and hunger
2. Achieve universal primary education
3. Promote gender equality and empower women
4. Reduce child mortality
5. Improve maternal health
6. Combat HIV/AIDs, malaria, and other diseases
7. Ensure environmental sustainability
8. A global partnership for development

Since 2000, the General Assembly has demanded and received annual reports quantifying country and regional progress towards the MDGs. In this way, the GA encourages both short- and long-term progress on the goals. The GA has also repeatedly urged all developed member states to commit to donating 0.7 percent of their country’s gross domestic product toward overseas development assistance.

Even before the international financial crisis began in 2008, aid shortfalls of $18 billion and the finding by the World Bank 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. 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

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Since the international financial crisis, however, both developed and less-developed states have seen dramatic reductions in asset prices and trade levels. This has made it more difficult to achieve the MDGs. As of 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 with "good" progress (i.e. showing improvement, but still short of 2015 goals);
- 18.0% (26) targets with fair progress (i.e. some improvement, but far from the 2015 goals);
- 11.1% (16) targets deteriorated, have shown poor or no progress, or have insufficient data.

As the 2015 deadline has approached, UN Member States have begun developing new goals as part of a "post-2015 agenda." In September 2015, the UN will hold a special summit to adopt 17 new Sustainable Development Goals to replace the current MDGs. 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 of 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.

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

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investment, growth, and living standards all around the world.34 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.35

The GA-2 also considers more specific issues such as trade policy, natural resources supply and demand, and environmental aspects of economic development. With regard to the environment since 2009, the GA-2 has focused on the economic and developmental benefits of combating climate change, such as ensuring global food security through agricultural development. GA-2 delegates have also urged UN Member States to fight global climate change by implementing the United Nations Framework Convention on Climate Change and urging states that have not yet signed onto the Kyoto Protocol to do so as soon as possible.36

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.” 37 Most recently, in 2014, the GA-2 passed two draft resolutions reaffirming and committing to the implementation of the outcome of the


conference. 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 69th Session (2014), "acting on the recommendation of its Second Committee," the GAP passed 38 resolutions that originated in GA-2. In the 69th session (2014-2015), GA-2 resolutions addressed "external debt, creation of a new international economic order, the multidimensional nature of development and poverty, South-South cooperation, liberalization of world trade, promotion of new and renewable sources of energy, and problems of countries in special situations."

**Agenda Topics for the MMUN Conference**

At the 2015 Montana Model United Nations Conference, the General Assembly Second Committee will consider the following topics:

1. Migration and Development
2. Food Security and Rising Food Prices

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.

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Montana Model UN High School Conference

**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 45.


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 has been 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.


This press release summarizes a fall 2014 GA Plenary debate on resolutions initiated by the GA-2. Search for your country’s name to see what position it took on recent issues.


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.