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MOTION FOR A RESOLUTION

drawn up on behalf of the Joint Committee

on the fight against hunger

Rapporteur : Mr Bruno FERRERO

This motion for a resolution, which was adopted unanimously by the Joint Committee on 3 November 1982, replaces that contained in Doc. ACP-EEC/35/82. The explanatory statement contained in the latter remains valid but has been complemented by the attached addendum.

CA/CP/235/Add.

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The Joint Committee hereby submits to the Bureau of the ACP-EEC Consultative Assembly the following motion for a resolution together with explanatory statement:

MOTION FOR A RESOLUTION

on the fight against hunger

The ACP-EEC Consultative Assembly,

- having regard to the report of the Joint Committee (Doc. ACP-EEC 35/82),
 - having regard to the resolution of the ACP-EEC Consultative Assembly (Doc. ACP-EEC 30/81),
 - aware that the fight against hunger is an essential form of respect for the right to life, a fundamental right of mankind; also aware that the other human rights, namely economic, social, cultural, civil and political rights, have their origin in the right to life,
1. Expresses its profound alarm at the growing deterioration of the food situation throughout the world and especially in many ACP states;
 2. Declares that the fight against hunger and its causes must become a top priority for cooperation between the industrialized nations and the developing countries and demonstrate the credibility of the association between the EEC and ACP States;
 3. Requests, as a matter of the utmost urgency, that the EEC and the ACP States direct their efforts towards this priority, both through the Convention of Lomé and their development policies;

The food problem and the North-South Dialogue

4. Firmly believes that chronic malnutrition of vast sections of the poor population is a dramatic manifestation of the more general problem of underdevelopment and a factor in as well as a symptom of the existing and deepening social and economic imbalance both in the developing countries and between these and the industrialized countries;
5. Considers that the scourge of hunger can be more effectively tackled within the framework of the establishment of a new international economic order;

6. Stresses, therefore, the need to increase efforts to set up a new and more equitable system of international relations without which the Convention of Lomé will possibly lose much of its thrust and emphasizes that this implies in particular that:
 - on the one hand, a growing share of the money at present being spent on armaments throughout the world must be diverted to peaceful and development purposes;
 - on the other, sufficient financial and technological resources must be transferred towards the developing countries, while a radical change must come about in the production structures and living patterns in the industrialized nations;
7. Appeals to this end to the European Community and the Member States, the ACP States and the organizations concerned with EEC-ACP cooperation to do their utmost in every form and in the most effective way possible to bring about an early and successful conclusion to discussions at present being held with a view to the opening of the global negotiations within the framework of the United Nations;

'stresses that this is particularly urgent because the discussions on the opening of the global negotiations have been held up for nearly two years and not even recent international meetings, such as the Cancun and Versailles summits, despite the hopes they might have engendered, have managed to secure their resumption;'

8. Considers that until the global negotiations are completed, certain practical measures should be adopted as a matter of priority, including in particular the need to:
 - implement forthwith the conclusions of the Paris Conference on least-developed countries, initially by setting deadlines for the countries of the LEC to reach the 0.15% target;
 - implement the proposal contained in the 'Plan of action to combat hunger in the world' submitted by the Commission of the European Communities to make an annual increase in the Community's global contribution to aid to the least-developed countries by 0.01% of the GDP of the ten Member States;
 - adopt deadlines so that all the Member States of the EEC reach the 0.7% target they set themselves at the earliest possible moment;
 - tackle urgently the problem of the indebtedness of the developing countries by rescheduling it and reducing it, priority being given to the least-developed countries;

- improve and strengthen the system of short-term facilities in connection with the IMF's offset financing arrangements for food, and establish a proper system of facilities, again in the context of the IMF, to help developing countries deal with their balance of payments difficulties, particularly those concerning energy;
- ratify at an early date the agreement on the Common Fund for Raw Materials and resume the suspended negotiations on primary products as quickly as possible and speed up those designed to reach new agreements on individual commodities;

9. regrets that at the last IMF Assembly meeting, the fundamental problems of its own reform were yet again not dealt with and hopes that the planned quota increases can be decided satisfactorily by next spring at the latest; welcomes the agreements on the re-establishment of the resources of the IDA (International Development Association) and of the IFAD (International Fund for Development Association) and hopes that these bodies can begin implementing appropriate programmes as soon as possible';

The food situation in the ACP States

10. Notes with concern that the food situation in many ACP States is deteriorating, particularly on the African continent where there is a risk of increasingly serious famines;
11. Emphasizes the particular situation of some ACP States in the Caribbean and Pacific which are subject to extreme climatic conditions;
12. Shares the view of the OAU that the food crisis in Africa has been brought about by the gradual destruction of the balance between several factors - the physical environment, population, technology, social structures and systems - and that the situation has been aggravated in many cases by political instability and armed conflict;
13. Approves the guidelines of the Lagos Plan to boost economic development in Africa and endorses in particular the objectives and measures put forward in this Plan as top priorities to increase the level of food self-sufficiency in African countries by 1985;
14. Considers that the Lagos Plan should be regarded as an essential frame of reference for the African countries and the EEC and therefore requests that projects under the Convention of Lomé be closely coordinated with the programmes for which the Plan provides; naturally, this coordination should complement other existing regional programmes in the ACP States;

Agricultural and rural development and food strategies

15. Considers that the development of the agricultural and rural sectors should be given high priority within overall development programmes in every country and region so as to meet the increasing food requirements of the ACP States;
16. Stresses that, under these circumstances, there is a pressing need for individual countries to adopt appropriate national food strategies; considers that such strategies, which constitute firm evidence of the political will of each country concerned, should provide a sound basis for close cooperation between these countries and the various sources of external aid;
17. Stresses that the strategies drawn up at national level are designed in such a way that the various aspects of the food problem (production, processing and marketing of agricultural products, food security, price-fixing) may be tackled in an organized and consistent manner; stresses the need for an adequate assessment of the impact of individual national strategies at regional level;
18. Is fully aware that decisions relating to agricultural and rural development and food strategies should be taken by the ACP States themselves and that the achievement of these objectives is to a large extent dependent on the prevailing system of economic relations and international trade, the economic policies of industrialized nations and the technical and financial resources allocated by the latter countries for development cooperation, particularly in the agri-foodstuffs sector;
19. Calls urgently in this connection upon the individual countries of the EEC and the Community institutions to give adequate financial and technical support to the ACP States in drawing up and implementing national food strategies; hopes that the Commission of the European Communities will not only give direct support in certain cases and make every effort to expedite procedures but also coordinate the supporting measures taken by individual Member States through systematic checks and constant pooling of experience;

20. Considers that cooperation between the ACP States and EEC in this sector should involve, in particular:
- supporting efforts to introduce development models which will not adversely affect the structural cohesion of the rural environment,
 - seeking a balance between food production for internal requirements and agricultural production destined for export; this requires in particular an equitable prices policy,
 - fostering the development of rural areas by means of integrated programmes which are designed to expand craft trades and agricultural processing industries as well as improve services and infrastructures with a view to preventing the migration of the population from the rural zones and the balanced growth of agriculture and industry throughout the whole area;
21. Requests that the EDF and other financial instruments set up by the Convention of Lomé will take account of these fundamental guidelines when funds are allocated for agricultural and rural projects by making a more thorough appraisal than in the past of the impact of the programmes and agricultural and rural projects on the immediate economic and social environment, reducing to a minimum the delays between their formulation and implementation and ensuring that follow-up action is better planned;
22. Invites the ACP-EEC Council of Ministers to consider the resources available with a view to increasing the appropriations allocated to and improving the efficiency of the intervention mechanisms set up in the context of food security; and in this connection to consider the desirability of establishing a special food security Fund for urgent programmes and operations;
23. Is convinced that there is considerable scope for regional cooperation between the ACP States in the coordination of national agricultural prices policies, infrastructures, major public works programmes, certain services which could be pooled, the use of certain resources and, in general, all those projects which would be beyond the means of the countries individually;

24. Takes the view that in certain cases the water problem must be solved before any worthwhile measures can be taken to assist rural development and guarantee food self-sufficiency and therefore invites the appropriate Community bodies to give priority to the consideration of all projects designed to overcome this problem;
25. Considers that in certain cases agrarian reform that is tailored to the needs of individual countries is an essential pre-requisite for rural development and an increase in production; emphasizes that it would be beneficial to organize a system of credits for agriculture that is geared to small-scale farmers in developing countries; hopes that there will be an overall improvement in the structures between the production and consumption stages;
26. Considers that the mobilization of rural populations, and the promotion and transformation of farming by farmers themselves can be achieved only on the basis of the internal stimulus of structures maintained and kept alive by the village communities themselves;
27. Stresses that rural populations and producers must be directly involved in drawing up and implementing development programmes, due respect being paid to the socio-cultural environment; points out that agricultural workers' organizations and co-operatives have played a crucial role in bringing the different sectors together; emphasizes further that NGOs have been prominent in devising and implementing rural development projects 'at grass roots level' and hopes that they will be better equipped and given more funds to enable them to cut through red-tape and extend the sphere of co-financing;
28. Recalls the paramount importance of research and of training, education and information projects so that the population of the ACP States may utilize scientific findings more efficiently and the ACP States use local techniques and make a judicious selection of appropriate technologies; calls on the Community to step up its efforts to promote special programmes which must be carried out as far as possible in the ACP States, and to take stock of research undertaken in the field of human and social sciences in the universities and similar institutions within the AEC Member States, in particular research with which ACP research staff have been associated and which has a direct or indirect impact on the problem of malnutrition. to ensure that

the results of such research are distributed and turned to the maximum advantage of all ACP States ;

29. Emphasizes that research and training must, in the first instance, be carried out on the spot and must take better account of different local communities and their individual development needs so as to ensure in particular that agronomic research is always geared towards practical applications;
30. 'regrets that it has not yet been possible to create the 'Technical Centre for Agricultural and Rural Cooperation' as provided for under Article 88 of the Lomé Convention; most strongly requests that it be established as soon as possible; and hopes that by liberally inter-
preting Article 88, the Centre will contribute to the promotion of agronomic research in the ACP States and the Community and to the effective cooperation between these bodies and research institutes;
31. Calls upon both the ACP and the EEC authorities to ensure that this Technical Centre for Agricultural and Rural Cooperation, initially based on a 'transmission antenna', in Brussels, should be located in the ACP countries and ensure the practical application of agronomic research on-the-spot;
32. 'regrets the fact that in 1981, for the second successive year, the mechanisms of the Lomé Convention were unable to ensure cover for the appropriations required by the STABEX system and that it was necessary to look for a compromise solution as a result of which the ACP countries saw their transfers under this heading reduced by 50%; calls on the aforementioned bodies to carry out a careful check to discover whether there are any structural causes to which these serious malfunctions can be attributed and, if need be, to prepare a careful study for the necessary reform';
33. 'notes with satisfaction that the Commission has drawn up a specific, integrated plan of action against hunger and has begun to determine certain operational guidelines for its implementation';
34. 'expresses its support in particular for the efforts made to implement suitable national food programmes by the ACP countries; hopes that the initial schemes now underway will prove successful and can be progressively extended';

35. 'also emphasizes the importance of the specific measures to which the Commission attaches priority (the fight against desertification, the rational utilization of firewood, village irrigation schemes, etc.) and insists that work be started without delay to carry out major schemes in these key areas';
36. 'finally, believes that the implementation of the Commission's plan requires a lasting, regular and increasing commitment of financial resources and therefore calls on the Community institutions to take appropriate and consistent account of this when drawing up future budgets, beginning with the 1983 budget;'
37. Points out that in the sphere of technical and financial aid there is a pressing need for closer cooperation between on the one hand, the EEC, the Member States and the ACP States and, on the other, the organizations and funds that have a specialized knowledge of the agricultural and rural sector;

Security of food supplies and food aid

38. Stresses that the ACP States themselves should be involved in implementing plans to guarantee security of food supplies by setting up national reserves, rapidly constructing storage facilities, improving reserve stock management and providing better forecasting and warning systems;
39. Notes with satisfaction that debates within the European Parliament and in the ACP-EEC context have resulted in new criteria for Community food aid and, in particular, a recommendation that food aid must be linked to specific rural development projects and programmes and must help the ACP States to increase the level of their self-sufficiency in food;
40. Notes that the Council of Ministers of the EEC has agreed in principle to establishing a multiannual food aid programme that could be used to set up reserve stocks and calls for early action to be taken on these recommendations;
41. Notes that the cereals sector of the Community food aid programmes for 1981 and 1982 has been increased; considers that insufficient progress has been made in widening the range of products provided as food aid and hopes that more frequent use will be made of 'three-way transactions';

- 42.. Calls upon the Commission of the EEC to ensure that non-governmental organizations can participate directly in these diversified food aid programmes;
43. 'approves the EEC decision - taken in the context of the special food aid programme to be used first and foremost for the least-developed countries, including a number of ACP states - to earmark 100,000 tonnes of cereals for the emergency food reserve which means that the targets set in 1977 can at long last be achieved;
- 44.. Hopes that the world emergency food reserve will be maintained and, if possible, increased; calls further for the various emergency measures to be coordinated as effectively as possible;
45. Calls for a special initiative to be taken in order to provide aid to those countries obliged to bear the burden of accommodating large numbers of refugees, to help them to cope with the immediate food requirements and enable them to carry out rehabilitation projects;
46. Condemns the failure of negotiations for a new international wheat agreement; calls on the Community and the Member States to do what they can so that negotiations are resumed as soon as possible and hopes that there will be a clear political will to bring them to a successful conclusion;
47. Calls upon the EEC to take a more active part in the various multilateral negotiations in the different fora and stresses once more the need for the Community to accede to the International Sugar Agreement;
48. Calls upon the ACP-EEC Council of Ministers to speed up the study of ways of meeting the ACP States' request that available agricultural products be made available on a regular basis and on preferential terms;
49. Stresses the need to take account of the increasing significance of freight rates and insurance charges in the cost of food imports;

- 50 . Hopes that the present reform of the common agricultural policy will be completed, account being taken of the objectives of Community development cooperation policy, and that as a result the revised common agricultural policy will mean tighter control of Community production in individual product sectors, taking account of the trends in world demand and the agricultural situation in all the developing countries, and in particular in the ACP States;
51. Demands that the Community market be kept open for agricultural exports from the ACP States and that the EEC draws up appropriate mechanisms and strategies with a view to stabilizing supplies of agricultural products to the ACP States;
52. Stresses that food aid must not be determined by political factors and condemns the idea that it might be used to discriminate against particular countries or to apply political pressure;
53. 'hopes that the contacts and preparatory negotiations for the new ACP-EEC Convention can begin as soon as possible and that, while they are proceeding, due account will be taken of the guidelines, objectives and priorities contained in this resolution;'
54. In the light of the positive experience of the ad hoc working party and the need to take immediate and practical action on its analyses and proposals, decides to maintain the working party and instructs it to define, in liaison with the Bureau of the Joint Committee, the most effective ways and means of reviewing the application of the recommendations contained in the motion for a resolution and, at the same time, to pursue consideration and action in this priority sector of ACP-EEC cooperation;
55. Calls for this resolution and the report drawn up by Mr FERRARO to be forwarded to the ACP-EEC Council of Ministers, the ACP Committee of Ambassadors and the Council and Commission of the European Communities.

ADDENDUM TO THE EXPLANATORY STATEMENT

In view of the long gap between the Salisbury and Rome meetings, it might be appropriate to add a few points, dealing basically with North-South relations and the latest developments in the field of ACP-EEC cooperation, in order to bring this report up to date.

General framework of North-South relations

42. While the world economy is still far from a solution to the persistent crisis of recent years, the situation in developing countries continues to worsen. According to the latest report by the World Bank, the gross national product of low income developing countries (in other words, the sub-Saharan countries of Africa and much of Asia) rose in the 1960s by an average of 4% per year. This rate of increase dropped to 2.4% in the following decade and there are valid reasons for thinking that it fell below 2% in 1980. If so, this would mean a considerable reduction in GNP per head of population.

A large part of the World Bank's 1982 report dealt with problems of agriculture. The study showed that, in this sector too, the situation of the poorest developing countries had become considerably worse. Whereas the growth average of their industrial production was 2.5% in the 1960s, it dropped to 2.1% in the 1970s. This means that production per head of population, which had increased by just 0.2% between 1960 and 1970, fell to 0.4% in the following decade.

An almost identical trend was recorded for actual food production, which over the last 10 years has decreased on average by 0.3% per head of population in low-income developing countries.

These figures are part of a pattern which is repeatedly confirmed by the continual worsening of the overall situation in those developing countries without oil reserves. Recent GATT estimates have calculated that the 1981 deficit in their balance of payments is 80-85 thousand million dollars, a figure which is constantly increasing compared with previous years owing to the further deterioration in the terms of trade.

The total debt of developing countries rose last year by 16% to 465

thousand million dollars. The last IMF meeting made a dramatic assessment of this situation: some countries have frankly declared that it is impossible for them to continue along the same path for fear of bankruptcy.

At the same time, even though this may not appear to be of prime importance in the general context, public development aid shrank once again in 1981 to under 0.35% of the GNP of countries belonging to the DAC. (In figures, this was 25.5 thousand million dollars, which is 4% less than the previous year).

43. Against this background, no progress has been made on the opening of 'global negotiations'. The hopes raised by the final communiqué issued at the Versailles summit have been promptly dashed. The conditions imposed by the major industrialized Western countries (led by the USA) for starting negotiations were unacceptable to the Group of 77, whose 'counter-amendments' were in turn rejected by the former. What might have seemed to be the most important initiative taken in the area of North-South relations, which have been characterized by an almost total lack of response of one side towards the other, still appears to be blocked by procedural problems.

Some optimists are hopeful that 'negotiations about negotiations' may nevertheless get underway this autumn with a view to possibly starting consultations at the beginning of 1983. Such hopes are however rather vague and by no means certain. As things stand at present, there is no cause for optimism, although it is true that the last few weeks have not been entirely without results.

The recent IMF meeting, for example, did not tackle the difficult problems of internal reform. Although informal agreement was reached on an increase in the participation quotas of the member countries of the fund, agreement on the practical and quantitative details was postponed until next spring. However, at the insistence especially of the Member States of the EEC, it was decided to raise the allocation for the International Development Association to 7 thousand million dollars by 1984, in 2 annual tranches of 3.5 thousand million dollars. Furthermore, talks which are expected to be concluded by the end of the year have already begun to guarantee finance for 1985 and 1986.

The latest IFAD (International Fund for Agricultural Development) meeting also ended on a positive note. The funds available for the next three years should amount to approximately 1,350 million dollars. Although the details

and time required for replenishing resources were not specified, 450 million dollars should in fact have been expended by the end of 1982. (It should be noted incidentally that the EEC draft budget for 1983 simply includes a token entry under this heading).

44. A quotation from the last meeting of the World Food Council held in Mexico, would be a fitting conclusion to this first point. The WFC gave particular emphasis to the dramatic situation in Africa by recommending certain urgent measures, such as the adoption of national food programmes, improving technical and financial assistance and agricultural research, speeding up the training of managerial staff and improving food supply and transport infrastructures. These recommendations certainly do not contradict, indeed they are completely in line with, all that was requested in the resolution adopted in Salisbury and submitted for further approval to the subsequent meeting of the Consultative Assembly in Rome.

Recent developments in ACP-EEC cooperation

45. After approving the allocation of an additional lump sum of 40 million ECU in 1981, as financial cover for the first part of the plan of action against world hunger (the general content of which is outlined in paragraph 36 of this report), the Council of Ministers of the EEC approved and set out guidelines for the implementation of the second part of the programme.

The Council invited the Commission to open exploratory contacts to ascertain which countries were prepared to implement national food programmes, in collaboration with and assisted by the European Community, and also asked the Commission to submit specific proposals on the provisions to be implemented for the protection and improvement of the agricultural potential of developing countries.

The implementation of this plan has been complicated by cumbersome budgetary procedures which have not yet been concluded.

Initially, the Commission believed it would find the additional finance necessary for launching the food programmes and the second part of the plan of action through the 1982 supplementary and amending budget. Under the chapter on development, this provided for an overall sum of 184 million ECU, to be divided up as follows:

- 35 million to support the action of the United Nations High Commission for Refugees and more generally to help Third World victims of disasters and emergencies;
- 65 million for certain agrarian reforms to be carried out in developing countries in Central America;
- 8 million to aid schemes carried out by non-governmental organizations;
- and 76 million to support special actions to combat hunger.

These last two points in particular directly involve ACP-EEC cooperation.

A considerable part (over 40 million ECU) of the estimated appropriations should have been set aside for specific projects: the rational utilization of firewood, the fight against desertification, village irrigation schemes, the fight against endemic cattle disease, the permanent organization of research in the agri-foodstuffs sector and the basic training of rural populations.

The rest should then have been used to support food programmes (10 million ECU) and to develop policies for the production of agri-foodstuffs (25 million ECU).

We have used the conditional tense because, as we have already said, budget procedures for the practical implementation of these general guidelines have not yet been concluded. The EEC Council of Ministers in fact rejected the supplementary and amending budget proposed by the Commission and the latter, to safeguard the most important part of it, subsequently submitted a series of proposals for transfers of appropriations which should achieve the same results.

Whatever the outcome, the issue of the 1982 budget cannot and must not be considered as settled. Once the main items have been determined (food programmes, specific projects, etc.) a lasting effort must be made, requiring an even greater deployment of resources:

- (a) in Community budgets, starting with the budget for 1983, which is currently under examination;
- (b) in the framework of the future third Lomé Convention, certain improvements,

changes and innovations will be necessary; the rough outlines of the new features which this Convention will have to contain are already beginning to emerge.

46. The negotiations for Lomé III will probably begin about half-way through 1983, and it is important that as much clarity of ideas and practical experience as possible should be brought to bear before they start.

What has been happening over recent months? Three countries (Mali, Kenya and Zambia) have made it known that they are willing to adopt national food programmes and are starting talks with the Commission's departments to enable practical measures to be taken quickly. The Commission has also maintained its contacts with other countries: in some of these, it seems that the conditions exist for proceeding to the implementation stage of the projects, while in others, it seems that there are certain reservations, caused perhaps by concern about possible conditions. It therefore seems appropriate to recall the general provisions on this subject in paragraph 28 of this report (i.e. that food programmes must not be 'imposed', or subject to conditions - Community aid for these programmes must not come with strings attached).

47. Another major source of concern is STABEX. As is well known, following downward price trends on world markets for products included under the STABEX system, for the second year in succession, the funds set aside in the Lomé Convention for these products have proved woefully inadequate to meet requirements.

In 1981 they would have covered just 24% of the requests made by the ACP countries. At the ACP-EEC Council of Ministers meeting in Libreville, general agreement was reached, if only with difficulty; the details of the agreement were further improved in August. The distribution proposed by the ACP countries pursuant to the Libreville compromise guarantees the least prosperous countries 46.5% of the sums requested, while the others would receive 41.9%. Requests for less than 1 million ECU were supplied in full. This was a stopgap solution and it certainly cannot become standard practice. If indeed the problems which the implementation of STABEX has caused over the last 2 years are structural, they must be remedied without delay.

48. One last comment remains. The Commission has finally drawn up its urgently needed and long awaited study on the effect of the CAP on developing countries.

After a preliminary reading, your rapporteur does not find that any data or conclusions emerge which fundamentally contradict what is contained in this report and resolution. The unfavourable situation of Africa is once again apparent: while the relative position of a very large part of the Third World has been maintained on European markets over recent years and has even considerably improved, there has been an overall decline in the position of African countries, in other words, of the great majority of ACP countries. This is a further confirmation, if one were still needed, of the urgent need for bold and innovative measures.