

**ACP - EEC
CONSULTATIVE ASSEMBLY**

Working Documents

5 April 1982

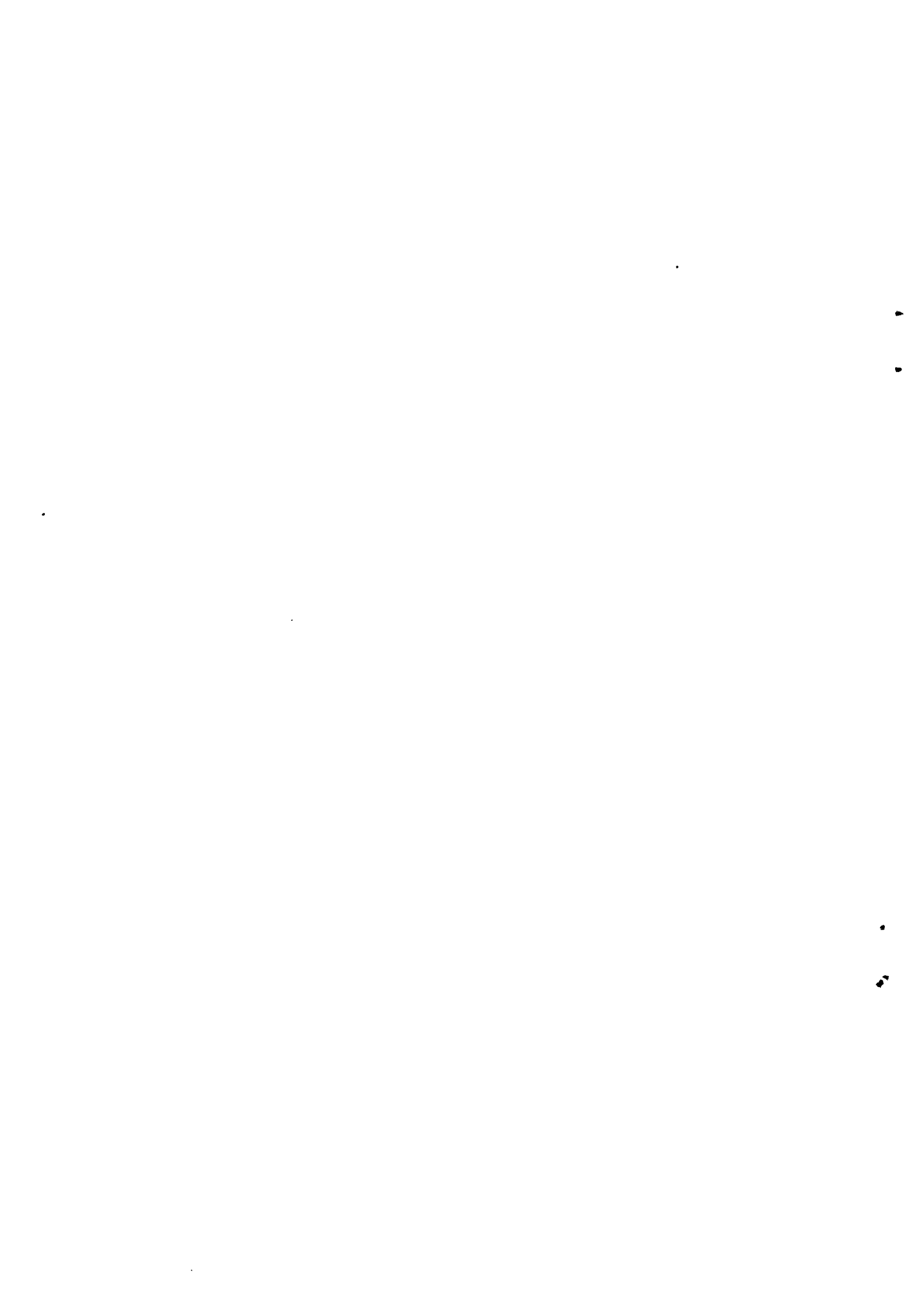
DOCUMENT ACP-EEC/35/82

REPORT

drawn up on behalf of the Joint Committee
on the fight against hunger

Rapporteur : Mr B. FERRERO

CA/CP/235/fin.



Two motions for resolutions (CA/CP/165 and CA/CP/159) and a draft declaration (CA/CP/164) on hunger in the world were tabled at the Joint Committee meeting in Luxembourg on 24 September 1980. A drafting committee was instructed to draw up a single text, which was unanimously adopted by the Joint Committee on 24 September (CA/CP/173). In accordance with the declaration, the Joint Committee decided to set up an ad hoc joint working party and instructed it to draw up a report on hunger.

The members of the ad hoc working party were appointed at the Joint Committee's constituent meeting on 26 September 1980.

At its meeting in Luxembourg on 25 September 1980, the ACP-EEC Consultative Assembly agreed to refer the motion for a resolution on the elimination of hunger and malnutrition tabled by Mr Pannella (Doc. ACP/EEC/6/24/80)¹ to the Joint Committee which in turn referred it to its working party.

At the working party's first meeting in Brussels on 20 January 1981 Mr Kassé, representative of Mali, was elected chairman and Mr Ferrero appointed rapporteur.

The working party subsequently met in Freetown (Sierra Leone) on 25 February 1981, in Brussels on 5 June, in Strasbourg on 21 September, in Brussels on 4 December 1981 and in Bamako (Mali) on 26 January 1982.

The Joint Committee considered the draft report by Mr Ferrero at its meeting in Salisbury (Zimbabwe) on 4 February 1982 and unanimously adopted the motion for a resolution with one abstention.

¹OJ No. C 306, 24 November 1980, p. 7

The following took part in the vote :

Mr Bersani, co-chairman, Mr Butagyira, co-chairman (Uganda), Mr Ferrero, rapporteur

Barbados, Benin, Botswana, Burundi, Cameroon, Mrs Carettoni Romagnoli, Mr Carossino (deputizing for Mr Denis), Mrs Cassanmagnago Cerretti, Mrs Castellina, Mrs Castle, Central African Republic, Mr Cohen, Congo, Mr Deschamps, Djibouti, Mr Enright, Mrs Ewing, Mr Fergusson, Mr Fich, Fiji, Mr Flanagan, Mrs Focke, Mr Fröh, Gabon, Gambia, Mr Geurtsen, Ghana, Mr Giummarra (deputizing for Mr Ryan), Mr Glinne, Mr De Goede, Grenada, Guinea, Mr Haagerup, Mr Hume, Mr Irmer, Mr Israel (deputizing for Mr Clément), Ivory Coast, Mr Jackson, Mr Jaquet, Mr Kellett-Bowman, Kenya, Mr Kirk, Mr Kühn, Lesotho, Mrs Lentz-Cornette (deputizing for Mr Estgen), Mr Ligios (deputizing for Mr d'Ormesson), Mr Loo, Mr Luster, Malawi, Mali, Mauritania, Mauritius, Mr Michel, Mr J. Moreau, Mr Narducci, Niger, Nigeria, Mr Normanton, Papua/New Guinea, Mr Penders, Mr Poirier, Mr Poniatowski, Mr Price, Mrs Pruvot (deputizing for Mr Sablé), Mr Puletti, Rwanda, Mr Schieler, Mr Konrad Schön, Mr Seefeld, Mr Seeler (deputizing for Mr Colla), Senegal, Mr Sherlock, Somalia, Sudan, Surinam, Swaziland, Tanzania, Mr J.D. Taylor, Togo, Tonga, Trinidad/Tobago, Mr Turner, Upper Volta, Mr Vandewiele, Mr Vergeer, Mr Vitale (deputizing for Mrs Baduel Glorioso), Mrs Walz, Mr Wawrzik, Mr Woltjer, Zaire, Zambia and Zimbabwe.

C O N T E N T S

	<u>Page</u>
A. MOTION FOR A RESOLUTION	5
B. EXPLANATORY STATEMENT	15
A General background	15
B The food problem and the North-South dialogue..	17
C The nature and causes of the food crisis in Africa	21
D The Lagos plan	25
E Role of the EEC and ACP	27

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;
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;
- find an early solution to the re-establishment of the IDA, while welcoming the agreement reached concerning the IFAD;
- 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;

The food situation in the ACP States

9. 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;
10. Emphasizes the particular situation of some ACP States in the Caribbean and Pacific which are subject to extreme climatic conditions;
11. 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;
12. 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;
13. 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

14. 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;
15. 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;
16. 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;
17. 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;
18. 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;

19. 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;
20. 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;
21. 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;
22. Is convinced that there is considerable scope for regional co-operation 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;

23. 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;
24. 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;
25. 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;
26. 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;
27. 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 EEC 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 ;

28. 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;
29. Calls for the immediate establishment of the 'Technical Centre for Agricultural and Rural Cooperation' laid down in Article 88 of the Convention of Lomé and hopes that by liberally interpreting 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;
30. 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;
31. 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

32. 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;
33. 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;

34. 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;
35. Notes that the cereals sector of the Community food aid programmes for 1981 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';
36. Calls upon the Commission of the EEC to ensure that non-governmental organizations can participate directly in these diversified food aid programmes;
37. Supports the EEC's move to set up a special food aid programme to be used first and foremost for the least-developed countries, including a number of ACP States;
38. Approves, in particular the decision under this programme 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;
39. 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;
40. 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;
41. 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;

42. 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;
43. 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;
44. Stresses the need to take account of the increasing significance of freight rates and insurance charges in the cost of food imports;
45. 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;
46. 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;
47. 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;
48. 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;

49. 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.

B EXPLANATORY STATEMENT

A

GENERAL BACKGROUND

1. Statistics on world hunger are well known, but it is worth recalling some of the most disturbing data:
 - the number of human beings who do not get enough to eat is - depending on the definition of 'enough' - from 500 million to 1300 million;
 - more than half of these are children who as a result of malnutrition suffer irreparable bodily and mental damage (each year 250 thousand children become blind from lack of vitamin A);
 - one third of all the children born in the developing countries die before reaching the age of five from undernourishment and related diseases.

2. Hunger, in the sense of chronic undernourishment of the poorest sections of the world's population, is an aspect of the more general problem of underdevelopment and a dramatic manifestation of the deepening imbalances between the industrialized countries and the developing countries (DCs).

Many studies have been, and are still being carried out on mass malnutrition, its causes and its relationship to poverty and underdevelopment. In recent times, especially, there have been many declarations, initiatives and appeals. There is fairly widespread agreement in principle as to measures that are necessary and possible.

3. In particular there is growing consensus on some essential points:
 - 3.1 The fight against poverty and hunger must be made a basic priority factor in any new development strategy.
 - 3.2 If this task is to be adequately accomplished, the purely 'aid' approach must be abandoned in favour of efforts to restructure agricultural production processes completely (not least by helping to bring new land into cultivation) in the context of agrarian reforms tailored to the conditions in the countryside of the different developing regions.

It is becoming increasingly obvious that aid policies are inadequate, not only quantitatively, but also qualitatively. Aid is needed, indeed it should be substantially increased. But above all it must be re-oriented towards structural measures.

We must nevertheless recognize that aid policies have been, and will continue to be, subject to intrinsic limitations as long as nothing changes in the system within which they are pursued, a system of economic and political relations based on inequality and dominated by the most powerful countries and the big multinational concerns. It is the system which must be transformed if we mean to combat effectively hunger and poverty in the Third World.

3.3 The weapon of choice in this struggle, as the World Food Council has suggested, is the adoption of national food strategies.

It is in this context that the concept of integrated rural development has been evolving with the basic objective of increasing production, improving farming incomes, promoting employment and satisfying the basic needs of rural populations.

The essential factors of integrated rural development constitute a co-ordinated set of measures to promote technological and economic progress, social advancement, institutional reform and better information and education of the rural masses.

3.4 The developing countries must undertake a tremendous effort to increase their own agricultural output, by deciding for themselves which options will best secure the achievement of this objective with the long-term aim of reaching self-sufficiency in food supplies.

The effort should be supported by suitable cooperation measures from the economically more advanced countries in the areas of science, technology and finance.

In addition, international action is indispensable to:

- first, eliminate those obstacles which penalize the agriculture of the DCs (especially the poorest among them and those most severely hunger-stricken) compared with the protected agricultures of the industrialized countries,
- secondly, create an effective world system for the security of food supplies.

THE FOOD PROBLEM AND THE NORTH-SOUTH DIALOGUE

4. Everyone is clear that the problem of hunger and of undernourishment is so serious that it can only be solved within the framework of a global strategy.

An example of its gravity is provided by the forecasts of the demand for grains in the next few years. It is estimated that by the end of 1981 reserve stocks will be not quite 14% of world consumption, in other words, well below the 18% which the FAO regards as the minimum for food security. It is expected that costs will rise owing to increased cultivation of marginal land and spreading use of technology dependent on energy, the price of which is constantly rising. At the same time, expenditure on cereal imports by the DCs, which had already risen from 3,800 million dollars to 17,000 million dollars between 1972 and 1978, could be well over 50,000 million dollars by 1985. The proportion of food self-supply is in fact shrinking at such a rate that, unless the trend is reversed, grain deficits of the order of 100 million tonnes can be expected in 1985.

5. Does this mean, therefore, that we must look to a huge food crisis in the next five years? The appeals launched last spring by the FAO for action to fill the shortages already forecast for the latter months of this year suggest that the answer to this dramatic question must be in the affirmative. Nothing good is to be expected of the deteriorating world political situation, since it is inconceivable that problems of this scope could be solved in the oppressive climate of international tension.

Moreover, political instability and the mushrooming of points of strain - themselves precisely the result of failure to respond to the problems of development and of the new world economic order - prompt an armaments race now swallowing up over 500,000 million dollars each year, into which the DCs are also drawn and by which they are divided, weakened and rendered ever less capable of coping with their own difficulties.

It is therefore not surprising that in these circumstances aid for the agricultural development of the DCs is shrinking instead of growing. Public bilateral and multilateral aid barely supplies 50% of the amount of 12,000 million dollars envisaged in the Brandt Report to secure a 4% annual growth of agriculture in the DCs.

6. 1981 was to be the year of the 'global' North-South dialogue but, because of the disagreements which occurred during the United Nations Special Assembly concerning the nature and form that these negotiations should take, they could not be started at the time for which they were originally scheduled.

It was only at the end of summer, at the Paris Conference convened by the UN to deal with the most pressing problems of the less-advanced countries, that there began to appear a slight possibility of easing North-South relations which had remained practically deadlocked up to that time.

However, the most promising sign of improvement was provided by the outcome of the Cancun Meeting of 22-23 October 1981. In view of the level of agreement reached between the 22 countries taking part, there is some hope that negotiations will be restarted in 1982, under the auspices of the UN. Even if all the obstacles to these negotiations have still not been overcome, nevertheless the rather pessimistic view of some months ago is gradually giving way to a feeling of cautious optimism.

7. But apart from the progress of international negotiations, your rapporteur feels that some conclusions are inescapable:

- (a) the problem of development today no longer means the problem of the under-developed countries, but the problem of the world economic crisis;
- (b) if this is so, it follows that the priority problems faced by every country in every part of the world are:
 - how to plan a redistribution of resources and of investments,
 - how to promote a new system of trade and a different international division of labour,
 - how to provide for the joint use of the resources of science and technology so as to be able to resolve, or at least to contain, the explosive problem of the ratio between available resources and a growing population;
- (c) we must bear in mind that all this inevitably implies a shift and a readjustment of the old patterns of power which have been made obsolete by the appearance of new historic agents on the world scene.

8. The new and unprecedented feature of the global negotiations is that they establish collective dealings that encompass different aspects of international relations (the food situation, energy, finances and debts, international trade, raw materials and manufactured products), with a view to creating a greater degree of economic stability and security in the world and engendering climate of international cooperation.

There is no need to point out the extent to which Europe is interested in the success of this new approach to these problems. At the economic level, Europe is an open system (far more open than other large areas in 'competition') and it is therefore quite vulnerable. At the general political level, it runs the risk of being crushed by the conflict between the two world super powers. It is therefore in Europe's interest to play a more active and positive role in promoting research into a new economic order of this kind which appears to be one of the basic preconditions for relaxing international tension.

The European Community, as such, did not take part in the Cancun Meeting. However, it can play an important role in global negotiations as, in this sphere too, it can find a more satisfactory response to its internal tensions, while the establishment of new North-South relations will, without doubt, encourage and enhance cooperation between the EEC and the DCs (and primarily with the ACP countries), thereby overcoming the delays and obstacles which are criticized on all sides.

9. We should not, of course, wait until the global negotiations are completed before responding positively to the expectations of those whose own difficulties are multiplying day by day. The negotiations are primarily concerned with controversial international aid to development, which is contracting rather than expanding.

In Paris it was strongly argued that 0.15% (of the GDP of the rich countries) should go to the less-advanced countries, according to a clearly defined scale of priorities. In the meantime, there have been calls for definite deadlines so that the present commitments can be met and the more general target of 0.7% reached as soon as possible.

At the level of multilateral aid, the Commission has proposed increasing its own contributions annually by a sum equal to 0.01% of the GDP of the 10 Member States.

One could argue that this is very little compared with requirements. However, if these commitments were honoured - and everyone should take action to ensure that they are - this would constitute a positive step forward compared to the present inertia. It would be even worse to look to the outcome of the global negotiations as a kind of 'final solution' to the problems of development which, on the contrary, have to be dealt with and resolved on a day-to-day basis.

The extremely severe financial position of the DCs is another reason for not waiting.

10. Swept by inflation, convulsed by oil price rises and monetary upheavals, tens upon tens of the DCs are sinking from an already precarious situation into one that is simply untenable. The overall indebtedness of the DCs, already well over 400,000 million dollars, will soon exceed 500,000 million.

Backed by sufficient political resolve, the role of Community Europe could prove decisive, particularly in the important function of intermediary in the recycling of oil surpluses towards general development purposes.

A first step to demonstrating such resolve might be the outright cancellation of the debts of the countries concerned (in particular those parts of their indebtedness which are backed by public guarantees, with priority to the most disadvantaged debtors).

11. As regards commodities, efforts must be made in the various international fora to speed up negotiations which are still in suspense, particularly those within UNCTAD concerned with the integrated programme for commodity price stabilization.

After the conclusion of the agreement on the Common Fund, negotiations must be speeded up for the conclusion of new international agreements on individual commodities and a resolute effort made to reverse the present tendency not only for negotiations of this type to stall, but indeed for the industrialized countries to show little eagerness to renew existing agreements as they expire.

This is all the more necessary because the corresponding mechanisms under the Lomé Convention (STABEX and Sismin), interesting and imaginative as they are, have limited practical scope and, unless they are integrated in a broader context, may lose even more of their real usefulness.

THE NATURE AND CAUSES OF THE FOOD CRISIS IN AFRICA

12. According to data supplied by the EEC Commission in a recent study, available food supplies (in calories) in all the ACP countries amount to 97% of requirements.

While the Caribbean-Pacific area's food supplies cover the requirements comfortably (108%), those in sub-Saharan Africa, at 93.6%, barely meet the need.

Similarly, agricultural output - both taken as a whole and in crop growing (cereals and tubers) - is rising in the Caribbean-Pacific, but decreasing in sub-Saharan Africa.

The seriousness of the food crisis in Africa thus requires that special attention and special efforts be devoted to the situation of African countries-signatories of the Lomé Convention.

13. Because of the imbalance between food output and population growth, the annual percapita rate of food production in Africa has fallen on average by 0.7% during the 1960s. This drop was aggravated in the next decade, reaching an average annual rate of 1.6%. All rational estimates indicate that the situation will become still worse in the 1980s.

Despite massive increases in food imports, the average African citizen finds it much harder today to obtain the food he needs than he did less than ten years ago.

And this takes no account of exceptional circumstances, such as droughts, which ever more often cause shortages so acute as to inflict unheard of suffering on the people and sometimes lead to the economic death of entire regions.

14. Any approach to the problems of hunger, as also of shortages and of uncertainty of food supplies, in Africa must take as its point of departure the fact that these problems are closely linked with that of poverty.

Poverty is the principal reason for the chronic nutritional deficiencies: it is the poor families and the poor social classes that suffer shortages or starvation.

Any attempt to draw up effective food strategies or food policies must therefore, first of all, be incorporated in an overall effort to eliminate poverty by substantially increasing incomes and ensuring a better income distribution.

15. According to the analysis of the causes of hunger in Africa contained in the joint OAU/FAO document presented at the recent OAU meeting in Addis Ababa, the food crisis in Africa is a consequence of the gradual destruction of the balance of the following factors:

- the physical environment (unfavourable climatic conditions aggravated by the results of human activity),
- population (rapid growth; rural exodus),
- technology (insufficient spread of appropriate production techniques; post-harvest losses; inadequate market structures and transport systems),
- social structures and systems (land tenure; the role of the traditional community).

In addition, as the document points out, other factors compound the disruption of this balance:

- certain government policies and strategies which have ignored the rural areas; inappropriate price-fixing policies; favoured treatment of export crops to the disadvantage of crops grown for home consumption;
- lack of political stability and the presence of armed conflicts.

(a) Environment

16. Acute food shortages in Africa have in many cases been caused by drought.

The frequency of this natural disaster varies considerably between different African regions, being obviously higher in the arid zones, where rainfall is generally insufficient and irregular, while evaporation losses are high. Droughts develop gradually, starting with abnormally low rainfall over a period of a year or two, which is enough to cause total crop failure if the dry season lasts more than one year.

But climate alone, severe though it may be, does not account for the recurring droughts and food shortages to which the devastations wrought by man have contributed by thoroughly damaging the ecosystem.

(b) Population

17. The average rate of population growth is around 3% p.a., but in urban centres - to which the young people and the most dynamic members of the labour force are drawn from the countryside - the annual rate of increase is over 10%.

At the same time, as already mentioned, per capita food output is falling by nearly 2% a year, and the per capita income is also decreasing.

While the population growth in itself poses a serious challenge, the rapid pace of urbanization and the rural exodus lead to further dereliction of huge areas that formerly lived by what was essentially subsistence farming.

(c) Technology

18. Africa's food problems are also due to insufficient dissemination of improved farming techniques for the large-scale production of food crops.

Productivity in Africa for the main food crops is among the lowest in the world, and to this must be added a high level of post-harvest losses (estimated at about 10% for cereals, between 20% and 30% for root crops and tubers and higher still for fruit and vegetables).

Apart from inadequate storage systems, there are the inadequacies of transport and marketing, while industries for the processing of agro-foodstuffs locally have barely made a start.

(d) Social structures

19. The social structures of Africa are in the process of rapid change. In very many places common ownership of land has been replaced by individual private tenure, the traditional system of communal granaries is disappearing, the feeling of solidarity and security engendered by holding land in common is being lost.

The break-up of this equilibrium - which has proceeded to different extents in different parts of the African continent - has inevitably affected agricultural productivity and, more generally, the capacity to satisfy the nutritional, socio-economic and also cultural needs of the peasant masses (although it should be remembered that it has never been proved that traditional farming can provide the long-term answer to the problems of agricultural development).

(e) Government policies

20. The deteriorating food situation and the growing threat of famine in Africa can also be laid at the door of certain governmental policies or particular development strategies which have concentrated on the production of export crops rather than food for domestic consumption.

In this way, the best land has been turned over to commercial crops, proceeds from which have not, however, secured adequate incomes for the small farmers. Not to mention the fact that crops of this type are vulnerable to world market fluctuations.

Inappropriate price-fixing policies have, moreover, often resulted in inadequate food supplies to the urban population (as well as preventing the building up of sufficient food reserves), while to the farmers they have not proved a strong enough incentive to increase output and productivity.

(f) Other political factors

21. The insufficiency and insecurity of food supplies to which a large part of Africa's population is subject have been dramatically aggravated by the numerous political conflicts, not infrequently degenerating into armed struggle, which the continent has seen in recent years. Not only have production and distribution of food been adversely affected, but there has arisen a refugee problem of unprecedented dimensions. The number of refugees is estimated today at some 4 million and they represent a further strain on the fragile resources, including the food resources, of the host countries.

THE LAGOS PLAN

22. The Lagos Plan adopted in April 1980 by the Conference of the Heads of State and of Government of the OAU constitutes an organic complex of measures aimed at relaunching economic development throughout the African continent.

Part One of the Plan, which gives top priority to the problems of food supplies and agriculture sets out the conditions which would enable Africa to regain food self-sufficiency relatively quickly.

The target proposed for the period 1980-85 is an acceptable level of self sufficiency in cereals, in the products of stock-farming and of fisheries.

Priority measures are recommended to:

- achieve a substantial reduction of post-harvest losses,
- appreciably increase the security of food supplies,
- ensure sustained growth of food output, especially of tropical cereal crops.

The Plan also recommends that special attention should be given to diversification in agriculture.

23. Urgent measures are recommended for each of these areas and the Plan lays down intermediate targets.

(a) Thus, as regards product losses, the measures proposed should reduce by a half the current levels of post-harvest losses.

(b) In the area of security of food supplies, the African countries should in the first instance endeavour to set up national strategic reserves (equal to about 10% of their total food output) by: rapidly constructing storage facilities, setting aside reserves of cereals, improving reserve stock management, and providing better forecasting and warning systems.

The Plan further recommends the setting up of an African food assistance organization as well as the conclusion of sub-regional food pacts similar to that already in existence for the Sahel region.

(c) The agricultural production system should be based on agrarian reform programmes tailored to the political and social conditions of each country, while better organization of production - which would require appropriate measures, notably in the areas of economic and social policy and of participation - should play a leading role in the growth of output and productivity in African agriculture.

The Plan also envisages the establishment of regional distribution and transport organizations.

(d) As regards the immediate objective of improving the quality and quantity of food crops (cereals, fruits, tubers, oilseeds, legumes, etc.) with the aim of replacing a considerable part of the imports of these products, the Plan recommends measures ranging from intensive utilization of all combinations of the factors of production to altering the techno-economic structures, the development of cooperatives, irrigation projects, soil conservation and conservation of water resources, better utilization of manual implements and of animal traction, the construction of a network of small infrastructures, etc. All these are envisaged as relying primarily on voluntary participation on the principle of self-sufficiency.

(e) In the sector of stock-raising, the Plan provides for the establishment of sub-regional centres, for the use of abattoirs, for the development of poultry and small-animal farming, together with a series of measures for the health-protection of livestock, for selective breeding, for the development of pasturage and of infrastructures.

(f) for fisheries, the target is to increase the annual catch from African waters by one million tonnes by 1985.

(g) Finally, on prices and incomes policy, the Plan recommends to all the States to draw up and implement effective and consistent policies that will ensure that the pricing of agricultural produce provides a sufficient incentive to farmers - especially small farmers - to increase the output of food crops, while nevertheless protecting the interests of the poorest consumers.

The Plan calls for maximum effort to reduce the growing gap between rural and urban incomes, as well as the disparities existing between different social strata in the countryside and between prosperous and disadvantaged areas.

24. The Lagos Plan undoubtedly represents a most important attempt to find a coordinated solution to problems, the scale of which calls not only for very considerable financial resources, but, first and foremost, for a strong political will to act.

The financial commitment required was estimated for the period 1980-1985 at 21,400 million dollars (at 1979 prices), broken down as follows: 2,400 million for the elimination of losses, 1,000 million for security of food supply programmes, 14,600 for the improvement of food-growing, 3,400 for forestry products.

As much in its qualitative as in its quantitative aspects, the Lagos Plan should become a fundamental standard of reference both for the ACP countries and the EEC. It is a matter of urgent necessity to coordinate with the objectives and measures proposed in the Plan the programmes and measures planned under the Lomé Convention, primarily to prevent what would be a preposterous dispersion of effort and initiative that could only further reduce the efficacy of the already meagre resources with which the war on hunger and poverty is today waged.

ROLE OF THE EEC AND ACP

25. The European Community and the ACP countries have at their disposal a wide range of instruments which they can employ to play a specific role in the fight against hunger. The present report restricts itself to a few of these instruments - the Lomé Convention and food aid in particular - and also deals with certain matters relating to the revision of the common agricultural policy.

The Lomé Convention

26. The Lomé Convention as a whole has a direct or indirect impact on rural development (STABEX is an example that immediately springs to mind), but Title IV - in which the objectives and means of increasing and improving agricultural output and rural development are defined - and chapter XII of Title VII - important primarily for the principle of active participation by the local community - are specifically concerned with agricultural and rural development.

Not just within the EEC-ACP context, but to a certain extent everywhere, the Lomé Convention is generally looked upon as a useful and positive agreement which provides a standard of reference for North-South relations.

There is without doubt some truth in this. However, your rapporteur thinks it would be useful to recall the detailed criticism made in the final part of Commissioner Pisani's speech to the Consultative Assembly in Luxembourg in September 1981. The Commissioner said, and your rapporteur shares his views, that the widespread approval enjoyed by the Lomé Convention and its principal instruments, which in a sense appeases our consciences, should not prevent us from seeing what improvements could be made. From this point of view, there must be continued critical research into the operation of Lomé II, with an eye to the changes which will need to be made to Lomé III.

To this end, the present report will briefly examine a number of areas in the light of the critical appraisal called for by the Commissioner for Development.

27. According to general statistical data, which require more detailed confirmation, 40% of the EDF funds are allocated to agricultural and rural projects.

First, it is necessary to examine more closely how many of these projects are devoted to producing food for local people, thus coming under

the more general category of action to promote food self-sufficiency and agricultural developments designed to achieve that objective, and second, how many projects are ultimately concerned with increasing the volume of produce destined for export.

There should therefore be continuous and periodic monitoring of the state of progress in planning and implementation of projects in hand, coupled with detailed evaluations of past experiences in this field, particularly in the light of criticisms which have been expressed on the European and ACP side, such as that:

- the interval between completion of plans and the implementation of a project is almost invariably too long;
- in assessing different projects, their overall economic and social impact is often left out of account;
- in general, follow-up plans on a project, once it has been completed, are lacking.

28. In addition to these brief criticisms concerning the ESF's activities, it should be pointed out that more important criticisms have been levelled from various sides at the 'project approach' which has so far constituted the principal form of action.

Negative past experiences suggest that, especially in the agricultural sector, a global approach is needed along the lines of 'integrated rural development', already referred to, as part of a country's or region's overall economic development. In this way, individual projects can be prevented from ending up as white elephants which cannot really promote development without being directly combined or integrated with other projects.

The underlying common factor in individual projects, each of which can be implemented according to its own timetable and methods, is to be found in the adoption of national food strategies which, in their turn, should fit into the general pattern of socio-economic planning and programming for development.

If they are to be effective, national food strategies must be defined and implemented according to certain requirements, spelt out as follows by the DCs and some of their official representatives:

- food strategies should not follow lines suggested or dictated by foreign interests, but should be closely linked to the actual conditions of different countries, thereby guaranteeing effective participation by the rural masses and producers in their implementation;
- the international community can certainly make a useful contribution in defining certain broad criteria, but it cannot take the place of the governments and local communities;

- strategies which call for structural measures within the DCs must be accompanied by wider-reaching measures involving structural changes in the international food market.

There should be unequivocal support for the UN recommendation which states that development aid should not be conditional on the existence of these strategies, since daily human needs have to be met immediately while it may require some time before these new instruments can be implemented.

29. The Council of the European Communities has recently decided to provide financial and technical support for the national food strategies of those ACP countries that intend to draw up and implement them. This is a new and important Community principle which should be put into effect as soon as possible.

So far, about ten ACP countries have drawn up such an instrument. Of these, only one is in a position to proceed, early in 1982, to the second planning stage, which is the phase of actual implementation.

Food strategies are implemented by means of a kind of 'sponsorship' system between individual countries of the EEC and the country of the ACP region concerned. The Commission has taken over the sponsorship of two strategies, one in the Caribbean and the other in South-East Africa.

In your rapporteur's view, the main points that need to be made here are as follows:

- first, it is certainly to be hoped that procedures will be speeded up and experience broadened;
- second, it is also to be hoped that the Community will coordinate these activities as closely as possible - even if individual countries can carry them out quite efficiently - so as to avoid the possible creation of 'influential regions'.

The Commission's recent proposals to establish a 'task force' to guarantee the mobilization of necessary resources and better use of all available means seem to be on those lines and should therefore be supported.

The problem here is, as elsewhere, translating theory into practice: in other words, declarations alone, no matter how appealing they may be, are not enough, positive action is needed instead.

30. One sector where there is a need for concrete action is that of regional cooperation. This is also in danger of becoming a white elephant, for regional cooperation is often referred to but hardly ever put into practice.

First, a clear definition is needed of the area which this form of cooperation should cover and its methods and objectives should be spelt out in full.

In the opinion of your rapporteur, for example, there would be no point in talking of regional cooperation when it comes to drawing up food strategies in view of the enormous difficulties involved.

However, sectors where this form of cooperation could be developed to some advantage include infrastructures, major public work, or services that could be run jointly such as study and research centres for planning, engineering companies, measures for marketing products, not to mention banks or regional development agencies, etc.

Coming to the agricultural sector proper, the Commission has pinpointed the following possible priority regional measures:

- combating soil erosion and desertification;
- making use of forests for energy purposes and reclaiming large deforested areas (the only positive point to emerge from the disappointing Nairobi Conference on 'Energy and the Developing Countries');
- combating major pests such as tripanosome and onchocercosis which prevent all forms of agricultural development in the areas concerned;
- developing research geared towards agricultural products in tropical regions.

In the chapter on the Lagos plan, reference has been made to other regional measures which could be taken; there is therefore no point in discussing them further here.

31. Non-governmental organizations have been extremely effective in translating theory into practice. They have been particularly involved, even in the regions covered by the Lomé Convention, in implementing micro-projects which, in contrast to larger and more costly projects, have had a much higher degree of success. In general, these micro-projects have required limited financial resources, which on average have brought high returns, not merely in quantitative terms (increased productivity, financial benefits), but especially in qualitative terms by mobilizing the rural masses and enabling them to take part effectively in their implementation.

It therefore seems that the NGOs have a justifiable claim to greater support for their activities and to a steadily increasing allocation of means and resources. In this particular sector, rather drawn out and complicated bureaucratic procedures need to be simplified and the practice of joint financing extended making it possible to achieve a level of growth more than proportional to the overall scale of activity.

32. The question of proper coordination between technical and financial cooperation by the European Community as such, the Member States and other organizations or funds specializing in the agricultural or rural sector (FAO, IFAD, etc) seems to be of increasingly critical importance.

However, there is an even worse tendency for each body to act independently, often without any communication whatsoever, which clearly leads to wasted energy , initiatives and resources.

These problems clearly have rather subtle implications. Sooner or later, 'individual' ambitions will have to be sacrificed to a different method which pools experiences in joint practical ventures.

There is no doubt that it is up to the institutional bodies of the EEC-ACP Association to establish in what way this coordination can be made effective and efficient: the present report confines itself to stressing once more the need for prompt action.

33. Research and training are unquestionably two sectors of fundamental strategic importance. The Lomé Convention refers to the establishment of a Technical Centre for Agricultural and Rural Cooperation, but no real progress has been made in making the Centre operational.

A decision is yet to be taken as to where the Centre should be located (in Europe or in Africa, and, if in Africa, in what region?), how it should be organized and what it should do. The discussion may well continue for some time without any constructive conclusion being reached.

Your rapporteur agrees with those who argue that, in addition to there being a general need to mobilize resources in the research sector, this research should not be academic in nature nor dictated by outside interests, but should primarily be carried out in the field thereby reflecting the actual social and economic forces at work.

On the other hand, there is certainly no lack of research authorities or institutions in the ACP regions and every effort should be made to evaluate their potential and to ensure that between centres, institutes and organizations working in different fields, there is a minimum level of coordination, a pooling of experience, results, data, etc.

Food aid

34. Despite the numerous discussions and opinions on the matter, food aid remains one of the main instruments in the fight against hunger. The debates which have taken place, in the European Parliament in particular, have produced a few guidelines on food aid and the EEC has been called upon to take measures which, to some extent, are completely new.

In brief, the main points which have emerged are the need to:

- coordinate food aid into concrete agricultural and rural projects;
- provide for the possibility of multi-annual commitments;

- use food aid also to create reserve stocks in the DCs;
- adapt, to a greater extent, Community food aid to people's needs (also developing 'three-way transactions');
- improve and tighten controls, starting with quality control;
- increase, as from 1981, cereal food aid beyond the minimum commitments laid down by the new Convention.

These guidelines have been confirmed by the decisions of the Council of Ministers of November 1980 (the idea of multi-annual programmes and the use of food aid to create reserve stocks were approved), and by the Commission's 1981 food aid programme which increases cereals by 29% (927,663 tonnes compared to 720,500 tonnes for 1976-1977, giving an increase in the Community quota provided for under the Food Aid Convention from 1,287,000 to 1,650,000 tonnes).

However, action has not been taken on all the points contained in the resolutions of the European Parliament and of the ACP Assembly. The Council of Ministers for Development, in particular, have only 'taken note' of the request for more three-way transactions, while the programmes still to not provide for adequate diversification of products provided as food aid which, to a large degree, still consists of cereals, dried skimmed milk and butter-oil. Furthermore, food aid policy and management (partly as a result of the changes involved in adopting the new rules) still need to be redefined. However it is important that a start should be made even in this delicate sector. Given that these principles, provisionally at least, have been accepted, efforts should be made to ensure that no further time is wasted in implementing them.

35. As already pointed out, the 1981 food aid programme makes provision for 927,663 tonnes of cereals, approximately 200,000 tonnes of which are for ACP countries; 150,000 tonnes of dried skimmed milk, 20,000 tonnes of which are for ACP countries; and 45,000 tonnes of butter-oil, 6,600 tonnes of which are for ACP countries.

As regards financial commitments, it should be pointed out that, compared to an estimated market value of 306.7 million EAU, this programme involves expenditure of 276.3 m EAU for export refunds. This is one of the many 'distorting' effects of the common agricultural policy which this report will return to later. Compared to the vast requirements referred to in previous paragraphs, these amounts seem like a drop in the ocean; therefore constant action is needed and pressure must be kept up to increase the amounts involved.

So much for the quantitative aspect. However, it is too soon to give a critical analysis of these new guidelines from the point of view of the qualitative aspects.

As stated in previous paragraphs, the adoption of national food strategies - which could be used as a valid standard of reference to determine whether food aid forms part of a genuine scheme for agricultural development in the country receiving it and, if so, to what extent - is taking place rather slowly. On the other hand, in the course of drawing up this report, your rapporteur has received no information about the creation of decentralized stocks, nor has he even heard if the regions where they might be placed have been selected.

These are all problems which have to be solved as soon as possible if good intentions are not eventually to end up bereft of any practical value.

The EEC 'Plan of action'

36. At the end of the year the Commission drew up proposals for a European Community plan of action to combat world hunger. In the Commission's view the plan should involve short-term measures designed to take effect immediately and wider-ranging actions to be implemented in the medium and long term.

The plan does not claim to be comprehensive but is intended as a model of a coordinated and planned set of actions (and thus an improvement both on the concept of 'thinly spread' intervention, which is disorganized and ineffectual, and on that of 'aid' pure and simple, even when this is combined with a greater deployment of funds). The plan is based on four main types of intervention:

- a special food aid programme, involving expenditure of 40 million EUA to be made available to the least developed countries and the emergency food reserve;
- contributing to the definition and implementation of national food strategies;
- regional actions with a specific theme;
- Community contribution to international action.

As regards the first point, if all the special food aid were supplied in the form of cereals, the overall volume of cereals would amount to 230,000 tonnes, or approximately 4.4% of the cereal deficit of the less-advanced countries; this figure is based on an estimate, obtained from averages over the last three years of import requirements totalling 5,210,000 tonnes (of which 2,450,000 tonnes are required by ACP countries).

At least 100,000 tonnes should be made available for the international emergency food reserve. A target of 500,000 tonnes was fixed for this in 1977, but it has never been reached. On the basis of projections for the next five years, it is estimated that 2,000,000 tonnes is the minimum amount that should be earmarked for this reserve in 1985. This figure may seem too high, but forecasts for the immediate future are not very optimistic. It should also be remembered that 2.6 million tonnes of cereals were needed to deal with the last food crisis in Africa. This gives some idea, in quantitative terms, of the discrepancies between the amount of food which can be supplied and actual requirements.

By way of contributing to the definition and implementation of food strategies, the Commission has proposed the attractive idea of a comprehensive plan for rural development and the security of food supplies, but the methods of implementing it have still to be worked out.

Reference has already been made to possible regional actions. However, the question of how the Community could contribute to international action to improve the security of food supplies to the DCs is a more difficult and more delicate matter.

There is no prospect, whatsoever, at the present time of a new International Wheat Agreement being reached.

This agreement, which should have been renewed in 1981, has been frozen until 1983. There is controversy over the creation and decentralization of reserves, and the implementation of measures to stabilize world exchange rates. The DCs have spoken out clearly against the alternative arrangements devised by the International Wheat Council and are calling for the negotiations on the new convention to be restarted in accordance with a strict timetable. The Community is therefore being asked to take specific action on those lines, as its position has too often been ambiguous, differing little from the positions of those who stalled the negotiations.

In the meantime, efforts must be made to establish temporary food reserves (at least for the less-advanced countries), to ensure that long-term policy agreements are implemented quickly, and to work for greater flexibility in the food aid facilities granted to the IMF.

Common Agricultural Policy

37. Reform of the Common Agricultural Policy is a priority need, not only for the EEC's own internal purposes, but also as a condition for placing relations between the Community and the DCs on a fairer footing.

Designed in a boom period, when industry was drawing labour from the countryside, energy supplies were cheap and plentiful, money was relatively stable and food demand in the DCs was growing slowly (at about 1% per annum,

compared with a 2% growth rate of total demand), the CAP today has to contend with a thoroughly changed situation (industrial crisis, energy dependence, monetary instability) as well as with the fact that the part played by the DCs in the world has changed enormously, both as regards demand, and also the supply of agricultural products.

Revision of the CAP is thus dictated primarily by the need to adjust it to the changed conditions at home and in the world in which it must now operate.

38. Setting aside the imbalances existing within the EEC itself, it cannot be denied that the CAP has contributed, if not to the creation, then at least to the exacerbation of certain distortions which have so far impeded a better and more balanced development of world agriculture and trade, especially as regards the DCs¹.

In the area of trade, the distortions generated by the CAP consist principally in artificial support for the export prices of certain agricultural produce (amounting in some instances to as much as 60 or 70% of the total price), and in certain obstacles imposed on the importation of processed products (notably, canned vegetable and animal products).

At the same time, the diversion of resources to maintain stock-raising dependent on imported raw materials (soya, manioc, maize) has promoted a completely distorted development of agriculture in certain DCs.

In the area of food aid, the speculative manipulation of some surpluses, with no regard for the real nutritional needs of those thus 'aided', has often had harmful results. Your rapporteur must stress in this connection that if it was intended to make honest use of particular surpluses (and it is preposterous that each year hundreds of thousands of tonnes of produce should be destroyed), then it would have been possible to conclude conventions or special agreements with the DCs concerned. But this did not happen.

It has thus gradually become clear that the CAP is increasingly unable to provide an answer to the problems of the DCs, an inability which calls into question its own original aims.

39. The problem of 'surpluses' is without any doubt crucial to the renewal of the CAP and to a new development strategy.

Here, it is important to make clear distinctions. Genuine 'surpluses' occur when a product cannot find enough buyers on the domestic and the international market and cannot be used as 'food aid', except in tiny quantities: such is the case, for example, of powdered milk.

¹ It must be pointed out that the Commission has yet to make available the study, which the European Parliament has repeatedly urged, on the consequences of the CAP for the DCs

Other products can be regarded as being in 'surplus' only in relation to the capacity of the internal markets, whereas they can find demand in the international market: this is the case, for instance, of grains for human consumption; the FAO has called for larger quantities of these than in past years to be made available for food aid.

In the light of the foregoing we must conclude that the essential task of the CAP can no longer be to secure an unlimited expansion of the output of certain products which are today protected by the 'sacred' regulations (dairy produce, cereals, sugar), but must be to regulate production trends over time and sector by sector in accordance with world demand and with a rational policy that fits in with the effort to achieve gradually food self-sufficiency for the DCs.

40. The Community will also have to put into effect a trade policy providing better access for imports from the DCs, while at the same time developing those exports to these countries which are not substitutes but complements to their own output. An important factor in such a new policy would be the conclusion of long-term agreements between the EEC and the DCs.

It would also be desirable for the Community to participate more actively, with a view to their rapid and favourable conclusion, in multilateral negotiations such as those in GATT, for the Wheat Agreement (with the creation and decentralized management of buffer and security reserve stocks) or for the Sugar Agreement.

Finally, your rapporteur feels it is not superfluous to stress that on no account must the EEC yield to pressures for making 'political' use of food aid, but must, on the contrary, use all its influence to ensure that all countries ban any such discrimination from this sphere.

+++++

41. The task before the signatories of the Lomé Convention is to assess the experience acquired to date of cooperation between the ACP countries and the EEC, to identify together the improvements and changes that are needed, in a word: to put to the test, in a joint effort, on the crucial proving ground of the fight against hunger, this association between industrialized and developing countries that is unique and exemplary in so many respects; it is a task made urgent by the seriousness of the food situation throughout the world and particularly in Africa but it also offers a valuable means and opportunity to contribute to the North-South dialogue, and hence to the construction of a new world economic order.

It is your rapporteur's conviction that unless this dialogue is held, and unless it is brought to an early and positive conclusion, no just and lasting solutions can be found to the conflicts that threaten the future of mankind: hunger will remain the intolerable scandal of our age and the Lomé Convention itself will run the risk of being gradually drained of its original substance.