

## EUROPEAN PARLIAMENT

# Working Documents

1984-1985

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13 February 1985

DOCUMENT 2-1667/84

## Report

drawn up on behalf of the Committee on  
Agriculture, Fisheries and Food

on the proposals from the Commission of the European  
Communities to the Council (COM(84)554 final -  
Doc. 2-963/84) for

- I. a Council regulation (EEC) amending Regulation (EEC) No. 1760/78 on a common measure to improve public amenities in certain rural areas,
- II. a Council directive amending Directive 78/627/EEC on the programme to accelerate the restructuring and conversion of vineyards in certain Mediterranean regions in France
- III. a Council directive amending Directive 79/173/EEC on the programme for the acceleration and guidance of collective irrigation works in Corsica,  
  
and
- IV. a Council regulation (EEC) amending Regulation (EEC) No. 269/79 establishing a common measure for forestry in certain Mediterranean zones of the Community

Rapporteur : Mr F. MUSSO



By letter of 31 October 1984, the President of the Council of the European Communities requested the European Parliament to deliver an opinion, pursuant to Article 43 of the EEC Treaty, on the proposal from the Commission of the European Communities to the Council for :

- I. a Council regulation (EEC) amending Regulation (EEC) No. 1760/78 on a common measure to improve public amenities in certain rural areas,
  - II. a Council directive amending Directive 78/627/EEC on the programme to accelerate the restructuring and conversion of vineyards in certain Mediterranean regions in France,
  - III. a Council directive amending Directive 79/173/EEC on the programme for the acceleration and guidance of collective irrigation works in Corsica,
- and
- IV. a Council regulation (EEC) amending Regulation (EEC) No. 269/79 establishing a common measure for forestry in certain Mediterranean zones of the Community.

On 13 November 1984, the President of the European Parliament referred this proposal to the Committee on Agriculture, Fisheries and Food as the committee responsible and to the Committee on Budgets and to the Committee on Regional Policy and Regional Planning for their opinions.

At its meeting of 19 November 1984, the Committee on Agriculture, Fisheries and Food appointed Mr MUSSO rapporteur.

The committee considered the Commission's proposal and the draft report at its meetings of 31 January and 1 February and 12 February 1985.

At the latter meeting, the committee decided unanimously with 5 abstentions to recommend to parliament that it approve the Commission's proposal without amendment.

The committee then adopted the motion for a resolution as a whole unanimously with 5 abstentions.

The following took part in the vote : Mr Tolman, chairman; Mr Eyraud and Mr Mouchel, vice-chairmen; Mr Musso, rapporteur; Mr Adamou; Mr Christensen; Mr Debatisse, Mr Elles (deputizing for Mr Provan), Mr Fanton, Mr Gatti, Mr Guermeur (deputizing for Mr MacSharry), Mr Happart, Mrs Jepsen, Mr Ligios (deputizing for Mr Borgo), Mr Maffre-Bauge, Mr Marck, Mr Pranchere, Mr Romeos, Mr Rossi, Mrs Rothe, Mr Simmonds, Mr Thareau, Mr Vernimmen and Mr Woltjer.

The opinions of the Committee on Budgets and of the Committee on Regional Policy and Regional Planning are attached.

The report was tabled on 12 February 1985.

The deadline for tabling amendments to this report will be indicated in the draft agenda for the part-session at which it will be debated.

C O N T E N T S

	<u>Page</u>
A. Motion for a resolution .....	5
B. Explanatory statement .....	8
Opinion of the Committee on Budgets .....	10
Opinion of the Committee on Regional Policy and Regional Planning .....	15

A

The Committee on Agriculture, Fisheries and Food hereby submits to the European Parliament the following motion for a resolution, together with explanatory statement:

MOTION FOR A RESOLUTION

closing the procedure for consultation of the European Parliament on the proposals from the Commission of the European Communities to the Council for :

- I. a Council regulation (EEC) amending Regulation (EEC) No.1760/78 on a common measure to improve public amenities in certain rural areas,
- II. a Council directive amending Directive 78/627/EEC on the programme to accelerate the restructuring and conversion of vineyards in certain Mediterranean regions in France,
- III. a Council directive amending Directive 79/173/EEC on the programme for the acceleration and guidance of collective irrigation works in Corsica,  
and
- IV. a Council regulation (EEC) amending Regulation (EEC) No 269/79 establishing a common measure for forestry in certain Mediterranean zones of the Community

The European Parliament,

- having regard to the proposals from the Commission to the Council<sup>1</sup>,
- having been consulted by the Council pursuant to Article 43 of the EEC Treaty (Doc. 2-963/84),
- having regard to its resolution of 29 March 1984 on Integrated Mediterranean Programmes<sup>2</sup> and its resolution of 13 April 1984 on agricultural structures<sup>3</sup>,
- having regard to the report of the Committee on Agriculture, Fisheries and Food and the opinions of the Committee on Regional Policy and Regional Planning and the Committee on Budgets (Doc. 2-1667/84),
- having regard to the result of the vote on the Commission's proposals,

<sup>1</sup> OJ No. C 302, 13.11.1984, pp. 3-5

<sup>2</sup> KAZAZIS report Doc. 1-1530/83, OJ No. C 117, 30.4.1984, p.109

<sup>3</sup> PROVAN report Doc. 1-113/84/A, OJ No. C 127, 14.5.1984, p. 161

- (a) whereas the proposed measures constitute amendments to existing Regulations and Directives in order to guarantee the continuation of work already commenced,
  - (b) noting that in all cases, various delays have occurred which have led to changes in the previously agreed timetable for implementation of the Regulations and Directives,
  - (c) aware that enlargement of the Community will considerably affect agriculture in the Mediterranean regions,
1. Approves the Commission's proposals;
  2. Regrets that these delays are often caused by the failure of the Member States to abide by their financial commitments;
  3. Hopes that the Commission will do its utmost to ensure that an inquiry is held into the use of funds already committed;
  4. Deplores the Council of Ministers' delay in drawing up the integrated Mediterranean programmes;
  5. Endorses the remarks made by the Committee on Budgets in its opinion on the definition and classification of expenditure;
  6. Calls for all the traditional wine-growing areas to be included in the prolongation of the Directive on the restructuring of vineyards in certain Mediterranean regions;
  7. Draws attention to the fact that in the case of the regulation on the improvement of public amenities in certain rural areas (Regulation No. 1760/78), some of the regions affected by these provisions, whose extension has now been requested and approved, will not benefit from the IMPs. After 31 December 1985, therefore, they will be unable to obtain financing either from, for example, Regulation No. 1760/78, or from the IMPs;
  8. Considers, therefore, that it is essential for the Commission to prepare forthwith suitable proposals in favour of these regions aimed at ensuring that the measures from which they now benefit are continued and improved;

9. Notes that this possibility is explicitly provided for in Article 18 and 19 of the Commission proposals on improving the efficiency of agricultural structures<sup>1</sup> on which Parliament delivered an opinion on 13 April 1984<sup>2</sup>, but which, regrettably, have not yet been adopted by the Council;
  
10. Instructs its President to forward to the Council and Commission, as Parliament's opinion, the Commission's proposal as voted by Parliament and the corresponding resolution.

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<sup>1</sup> OJ No. C 347, 22.12.1983

<sup>2</sup> OJ No. C 127, 14.5.1984, pp. 155 et seq.

B

EXPLANATORY STATEMENT

Introduction

The Commission document contains four separate proposals for measures connected with structural improvements. The common feature of all four is that all these measures have been commenced but, due to delays of various kinds, they have not been completed, and unless agreement is reached on the commitment of further funds, and the necessary prolongation of the regulations concerned, there will be an interruption in this work which is already underway.

Content of the proposals

1. The first proposal concerns measures to improve infrastructure in certain rural areas of Italy and France. The appropriation initially laid down by Regulation EEC No. 1760/78 amounted to 125 m ECU, and the measure is due to expire on 22 May 1985. A large number of projects have already been submitted, and the funds mentioned above have been completely committed. The Commission proposes to increase the total commitments by 45 m ECU, spreading payments over the next five years, and defer the date of expiry of the measure until the end of 1985. The prolongation of this measure would guarantee the continuation of the works during the period of finalization of the operational dispositions foreseen in the framework of the Integrated Mediterranean Programmes. It should be noted that this proposal is not intended to encompass new applications for aid, but simply to carry over those which have not yet been processed due to the shortage of funds, and that the intention of the measure is to improve vital structural improvements such as rural road networks and the provision of electricity and drinking water to isolated holdings and farming villages.

2. The second proposal concerns the restructuring and conversion of vineyards in certain Mediterranean regions in France. The combination of the grubbing up of vines with the setting up of the irrigation infrastructure which is essential for crop conversion has taken much longer than foreseen. The purpose of the proposal is to prolong Council Directive 78/627/EEC beyond 18 October 1984 until the end of 1985 in order to allow for this work to be continued. The extra funds involved amount to 8.8 m ECU which, it is envisaged would be committed and paid in 1986.



3. The third proposal concerns improvements to infrastructure in Corsica. The programme drawn up by the French Republic and approved by the Commission on 30 November 1979 has not been completed due to various technical problems and the lack of requisite funds at national level, and it is now proposed to extend the duration of the common measure until the end of 1985. The additional cost is estimated at 1 m ECU to be committed and paid during 1986. It is regrettable that the French Republic, which sponsored the programme, has been unable to provide its share of the finance. It is similarly to be regretted that the national departments responsible have been unable to solve the various technical problems.

Pursuant to Rule 100(2) of the Rules of Procedure, the rapporteur would point out that Mr Eyraud would have liked to have had the blame apportioned as appropriate.

4. The fourth proposal concerns the amendment of a common measure for forestry in certain Mediterranean zones which, under the original regulation, is due to come to an end on 31 December 1984. The measure has been initiated but is not yet complete, and it is proposed to prolong the Regulation for a period of one year. An important new feature is that it is proposed to increase the physical limits to the work by 20%, so that 50% of the cost of executing the work and measures concerned will be eligible for financing. The additional commitment appropriations necessary total 46 m ECU in 1985, with payments spread over the next five years.

#### Conclusions

The committee approves these measures which will not require financing during the 1985 financial year but which will enable work which had been commenced to be satisfactorily completed. The extra commitments for 1985 are envisaged under the Integrated Mediterranean Programmes, but if there is a delay in establishing the operating procedures, the budget will be adjusted by the usual procedures which will allow for commitments under the EAGGF Guidance Section. The committee believes that the extra funding which is required is justified both pragmatically, by the fact that the measures so far taken have been effective and should be continued, and also by the need to give greater emphasis to agricultural development in the Mediterranean regions, particularly in the light of the forthcoming enlargement of the Community which will pose particular problems for the areas concerned.

Opinion

(Rule 101 of the Rules of Procedure)

of the Committee on Budgets

Draftsman: Mr G. SUTRA DE GERMA

At its meeting of 28 November 1984, the Committee on Budgets appointed Mr G. SUTRA DE GERMA draftsman of an opinion.

At its meeting of 10 December 1984, the committee considered the draft opinion. It adopted the conclusions, with all the members voting in favour except one.

Present: Mr COT, chairman; Mr CURRY, vice-chairman; Mr SUTRA DE GERMA, draftsman; Mr ADAM, Mrs BOSERUP, Sir Fred CATHERWOOD, Mr CHRISTODOULOU, Mr COLLINOT, Mr CORNELISSEN, Mr EBEL (deputizing for Mr MIZZAU), Mr ELLES, Mr EYRAUD (deputizing for Mr ABENS), Mrs FUILLET, Mr LALOR, Mr LOUWES, Mr NORMANTON, Mr d'ORMESSON, Mr PASTY, Mr POETSCHKI (deputizing for Mr LANGES), Mr SCHREIBER (deputizing for Mrs HOFF), Mrs SCRIVENER, Mr TOMLINSON, Mrs VAN HEMELDONCK (deputizing for Mr DANKERT) and Mr VON DER VRING.

The Commission's proposals are intended to make certain amendments to the following items of legislation:

- a Regulation (1760/78) on a common measure to improve public amenities in certain rural areas in Italy and France;
- a Directive (78/627) on the programme to accelerate the restructuring and conversion of vineyards in certain regions of France;
- a Directive (79/173) on the implementation of a common measure relating to the setting up of collective irrigation infrastructures designed to make possible the modernization of agricultural holdings in Corsica;
- a Regulation (269/79) establishing a common measure for forestry in certain Mediterranean zones of the Community.

The main purpose of the Commission's proposals is to extend the validity of these regulations and directives and to boost the provisional appropriations for certain of them.

#### I. Extension of duration

1. These measures form part of common measures under the agricultural structures policy. The Community's involvement takes the form of refunds of expenditure incurred by Member States under the multiannual programmes drawn up by the states concerned and approved by the Commission. Owing to Member States' delays in drawing up these multiannual programmes it was already necessary in 1983 to defer the expiry of Regulation 1760/78 and Directive 78/627. The structural measures need time to achieve the desired effectiveness and the initial stage of their implementation must take account of the diversity and complexity of the situations envisaged.

2. As a consequence of those modifications, all the items of legislation referred to above are due to expire in the course of the 1984 and 1985 financial years. The Commission proposes that they be extended until 31 December 1985, since these measures, which come under the policy on Mediterranean agricultural structures, could receive finance in the context of the integrated Mediterranean programmes. However, the Council has not yet managed to draw up the basic regulations relating to those programmes.

In the Pottering and Kazazis reports<sup>1</sup>, the European Parliament expressed its great interest in the implementation of these programmes. It is therefore regrettable that the inertia of the Council of Ministers is delaying their implementation, despite the directives given by the European Council at its meetings in Stuttgart, Brussels and Fontainebleau and repeated by it at its meeting in Dublin.

The Committee on Budgets can only take note of the delays caused by the Council and, in the circumstances, accept the prolongation of these measures, which are particularly useful for the economic development of the regions concerned.

## II. Budgetary aspects

The Commission's proposals call for three observations as far as the budgetary aspects of the matter are concerned.

3. The Commission proposes that the estimated cost of Regulation 1760/78 and Regulation 269/79 should be increased.

- The first regulation concerns Item 3211, classified as NCE. The change proposed by the Commission would mean increasing the financial endowment of the programme by 45 m ECU (from 125 m ECU in the present regulation to 170 m ECU in the Commission's proposal).
- The second proposal for a regulation, which relates to Item 3210, provides for an increase of 46 m ECU in the cost of the programme (from 230 to 276 m ECU). In addition, it provides that the scale of reimbursement, which was increased already by 25% in 1983, should be again increased by 20%.

In both cases it is necessary to draw attention to the fact that the cost of a programme can be established in a regulation only in terms of estimates since the volume of appropriations must be defined in each budgetary procedure, with the perennality of the measures concerned being guaranteed by the approval of commitment appropriations.

<sup>1</sup> OJ No. C 117, 30.4.1984, p. 141

4. The Commission proposes certain provisions with regard to the management of appropriations for the 1985 financial year.

- In the case of Regulations 1760/78 and 269/79, the Commission notes that no commitment appropriations have been entered in the 1985 draft budget. This being the case, and in order to implement the extension of the programme as proposed, the Commission envisages financing these operations by transfers of appropriations entered under the integrated Mediterranean programmes. This transaction cannot of course take place unless it proves impossible to carry out these programmes by 31 December 1985.
- In the case of Directives 78/627 and 79/173, there are budgetary appropriations available permitting these measures to be continued. However, the Commission does not envisage granting advances to Member States, given the particularly difficult budget situation for the financial year 1985.

5. The second, third and fourth proposals, relating to Items 3230, 3231 and 3210 respectively, concern expenditure classified as CE according to the agreement of 30 June 1982. In its resolution relating to the first reading of the budget for the 1985 financial year (paragraphs 15 to 17), the European Parliament called into question the CE classification of the EAGGF, Guidance Section, budget lines. In the case in point, it will be noted that even in cases where the basic regulations provide for a scale of reimbursement, there is in fact always a degree of flexibility as regards the volume of expenditure actually refunded. These appropriations are fixed freely by the Budgetary Authority depending on the priority assigned to each measure. Thus in recent budgetary procedures, the Commission, the Council and Parliament have expressed different opinions as to the volume of appropriations to be set aside for these measures.

In conclusion, the Committee on Budgets:

- (a) approves the prolongation until 31 December 1985 of these measures, which are particularly useful for the development of agriculture in the Mediterranean regions and which need time before they can have an effect,

- (b) deplores the delay by the Council of Ministers in deciding on the integrated Mediterranean programmes, despite the statements made on three separate occasions by the European Council at Stuttgart, Brussels and Fontainebleau, and hopes that the 3-month deadline prescribed by the European Council at Dublin will at last produce the necessary results,
- (c) takes note of the estimated cost indicated by the Commission for the operations implemented on the basis of Regulations 1760/78 and 269/79; again emphasizes that the volume of appropriations necessary can only be defined by the Budgetary Authority, the perennality of intervention being guaranteed by the approval of commitment appropriations,
- (d) notes that the classification of Items 3210, 3230 and 3231 as compulsory expenditure does not seem justifiable in the light of the legislation to which the Commission's proposed amendments relate.

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OPINION

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(Rule 101 of the Rules of Procedure)  
of the Committee on Regional Policy  
and Regional Planning

Draftsman: Mr M. CHIABRANDO

At its meeting of 23 November 1984, the Committee on Regional Policy and Regional Planning appointed Mr CHIABRANDO draftsman.

The committee considered the draft opinion at its meetings of 19 December 1984 and 24 January 1985. At the latter meeting, it adopted the conclusions unanimously with 1 abstention.

Present: Mr DE PASQUALE, chairman; Mr DUCARME and Mr NEWMAN, vice-chairmen; Mr LIGIOS, (who submitted the opinion on behalf of the draftsman, Mr CHIABRANDO), Mr AVGERINOS, Mrs GADIOUX, Mr GRIFFITHS, Mr HUTTON, Mr LAMBRIAS, Mrs LEMASS, Mr D. MARTIN, Mr O'DONNELL, Mr POETSCHKI, Mr ROMEO, Mr SAKELLARIOU, Mr SCHREIBER and Mr STEVENSON (deputizing for Mr HUME).

The Committee on Regional Policy and Regional Planning:

1. Welcomes the extension until 31 December 1985 of the measures provided for in Regulations 1760/78 and 269/79 and in Directives 78/627/EEC and 79/173/EEC, since their objectives - to remedy shortcomings in infrastructures, improve agrarian structures and assist the conversion of vineyards - are of fundamental importance for the development of the rural areas involved, above all in the Mediterranean region;
2. Also endorses in principle the increased appropriations requested for Regulations 1760/78 and 269/79 and, in addition, the increase in the physical limits to the work established in the latter regulation;
3. However, in view of the success of the measures financed under the regulation on improvements to public amenities in certain rural areas (Regulation 1760/78), considers that in this instance there should be a more substantial increase in appropriations than that proposed by the Commission so as to provide as many small-scale amenities as possible in less-favoured and mountain areas; points out that this type of infrastructure is in many cases essential for the agricultural holdings and small communities in these areas;
4. Is concerned at the fact that the objectives of the two directives establishing measures to assist the Mediterranean regions of France have by no means been fully achieved and requests the Commission to investigate the reasons for this failure and, if necessary, to propose suitable changes;
5. Emphasizes in general that the prolongation of the provisions under consideration is designed to 'guarantee the continuation of the works during the period of finalization of the operational dispositions foreseen in the framework of the Integrated Mediterranean Programmes' (IMPs)<sup>1</sup>;

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<sup>1</sup> See for example the fifth paragraph of the memorandum on the proposal to extend Regulation 1760/78: COM(84) 554 final



6. In this connection, urgently appeals to the Council to adopt without further delay the IMPs as approved by the European Parliament so that the measures covered by the Regulations and Directives under consideration may be continued, improved and developed in the regions affected by these programmes;
7. Points out that this decision by the Council, which is essential to enable the Community's Mediterranean regions to prepare for enlargement, has become even more urgent and impossible to defer in the light of the unequivocal conclusions reached in the analysis carried out by the Commission in the Second Periodic Report on the social and economic situation and development of the regions of the Community, in relation specifically to the effects of enlargement<sup>1</sup>, namely that the regional variations in the net impact of enlargement will be to the disadvantage of the Mediterranean regions<sup>2</sup>;
8. Draws attention to the fact that in the case of the Regulation on the improvement of public amenities in certain rural areas (Regulation 1760/78), some of the regions affected by these provisions, whose extension has now been requested and approved, will not benefit from the IMPs, after 31 December 1985 they will thus be unable to obtain financing either from, for example, Regulation 1760/78, or from the Mediterranean Programmes;
9. Considers, therefore, that it is essential for the Commission immediately to prepare suitable proposals in favour of these regions aimed at ensuring that the measures from which they now benefit are continued and improved;
10. Notes that this possibility is explicitly provided for in Articles 18 and 19 of the Commission proposals on improving the efficiency of agricultural structures on which Parliament delivered an opinion on 13 April 1984<sup>4</sup> but which, regrettably, have not yet been adopted by the Council.

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<sup>1</sup> OJ No. C 117, 30.4.1984, pp. 109 et seq.

<sup>2</sup> COM(84) 40 final of 1 October 1984

<sup>3</sup> OJ No. C 347, 22.12.1983

<sup>4</sup> OJ No. C 127, 14.5.1984, pp. 155 et seq.

