

European Communities

EUROPEAN PARLIAMENT

Working Documents

1984-1985

14 February 1985

DOCUMENT 2-1708/84

Report

drawn up on behalf of the
Committee on Development and Cooperation

on the proposal from the Commission of the European
Communities to the Council (COM(84) 481 final - Doc. 2-628/84)
for an interim regulation laying down implementing rules
for Regulation (EEC) No. 3331/82 on food aid policy and
food aid management

Rapporteur: Mr Y. GALLAND



By letter of 27 September 1984, the President of the Council of the European Communities requested the European Parliament to deliver an opinion, pursuant to the Treaty establishing the European Communities on the proposal from the Commission of the European Communities to the Council for a regulation laying down implementing rules for Regulation (EEC) No. 3331/82 on food aid policy and food aid management.

By letter of 31 January 1985 the Council requested urgent procedure pursuant to Rule 57 of the Rules of Procedure.

On 9 October 1984 the President of the European Parliament referred this proposal to the Committee on Development and Cooperation as the committee responsible and to the Committee on Budgets and the Committee on Budgetary Control for opinions.

At its meeting of 16 October 1984 the Committee on Development and Cooperation appointed Mr GALLAND rapporteur.

The committee considered the Commission's proposal and the draft report at its meetings of 20 November and 17 December 1984 and 13 January 1985. At the last meeting the committee unanimously decided to recommend that the European Parliament approve the Commission proposal with the amendments set out below. The Commission announced that it had not taken a decision on the amendments.

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

The following took part in the vote: Mrs FOCKE, chairman, Mr BERSANI, Mr de COURCY LING, Mr WURTZ, vice-chairmen, Mr GALLAND, rapporteur, Mr BAGET BOZZO, Mrs BARBARELLA (deputizing for Mr PAJETTA), Mr BEYER de RYKE, Mr CHINAUD (deputizing for Miss FLESCH), Mrs DALY, Mrs DE BACKER VAN OCKEN, Mr FELLERMAIER, Mr GUERMEUR, Mr KUIJPERS, Mr LOO, Mrs PERY, Mrs RABBETHGE, Mrs SIMONS, Mr SIMPSON and Mr ULBURGHES (deputizing for Mr PANNELLA).

The opinions of the Committee on Budgets and the Committee on Budgetary Control are attached.

The report was tabled on 13.2.1985.

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

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The Committee on Development and Cooperation hereby submits to the European Parliament the following amendments to the Commission's proposal and motion for a resolution together with explanatory statement:

Proposal for an interim Council regulation (EEC) laying down implementing rules for Regulation (EEC) No 3331/82 on food aid policy and food aid management.

Text proposed by the Commission

Proposal for a Council regulation (EEC) laying down implementing rules for Regulation (EEC) No. 3331/82 on food aid policy and food aid management.

Having regard to Council Regulation (EEC) No. 3331/82(1), and in particular to the first, fourth, fifth, sixth and seventh indents of Article 4(1) and Article 4(2) thereof.

(1) OJ No. L 352, 14.12.1982, p. 1

Whereas, in order to implement Council Regulation (EEC) No. 3331/82, it is necessary to determine the total quantities of each product to be supplied under the food aid programmes in compliance with the Community's international commitments.

Amendments tabled by the European Parliament

Amendment No.1

Title of the proposal for a regulation

Proposal for an interim Council regulation (EEC) laying down implementing rules for Regulation (EEC) No. 2750/75 on food aid policy and food aid management.

Amendment No. 2

Preamble, second recital

Having regard to Council Regulation (EEC) No. 2750/75 (1)

(1) OJ No. L 281, 1.11.1975, p. 89

Amendment No. 3

Preamble, fifth recital

Whereas, in order to implement Council Regulation (EEC) No. 2750/75, it is necessary to determine the total quantities of each product to be supplied under the food aid programmes in compliance with the Community's international commitments

Text proposed by the Commission

The products listed in the fourth, fifth and sixth indents of Annex 1 shall be made available to certain developing countries or certain organizations under international commitments or in the form of specific projects or emergency aid to be decided on by the Commission in accordance with Article 5 or 6, as applicable, of Regulation (EEC) No. 3331/82.

have given an undertaking to comply with the supply terms laid down by the Commission pursuant to Article 6 of Regulation (EEC) No. 3331/82

The Commission shall inform the recipients of the conditions governing the supply of food aid as referred to in point (c) of the first paragraph of Article 6 of Regulation (EEC) No. 3331/82.

Except in the case of emergency operations or where products have to be purchased in a developing country because they are unavailable on the Community market tenders shall be called for within the Community.

Amendments tabled by the European Parliament

Amendment No. 4

Article 1(1), second subparagraph

The products listed in the first, second, third, fourth fifth and sixth indents of Annex 1 shall be made available to certain developing countries or certain organizations in the form of specific projects or emergency aid to be decided on by the Commission in accordance with Regulation (EEC) No. 2750/75.

Amendment No. 5

Article 2(2)(d)

have given an undertaking to comply with the supply terms laid down by the Commission pursuant to Regulation (EEC) No. 2750/75.

Amendment No. 6

Article 5(1)

The Commission shall inform the recipients of the conditions governing the supply of food aid as referred to in Regulation (EEC) No. 2750/75.

Amendment No. 7

Article 6(1)(1)

Except in the case of emergency operations or where products are available for purchase in a developing country, tenders shall be called for within the Community.

Text proposed by the Commission

The Commission shall lay down the rules referred to in paragraph 1 in accordance with the procedure provided for in Article 8 of Regulation (EEC) No. 3331/82.

The Commission shall, in accordance with the procedure provided for in Article 8 of Regulation (EEC) No. 3331/82, establish the technical coefficient and equivalence criterion referred to in Article 3 of that Regulation.

Amendments tabled by the European Parliament

Amendment No. 8

Article 7(3)

The Commission shall lay down the rules referred to in paragraph 1 in accordance with the procedure provided for in Regulation (EEC) No. 2750/75.

Amendment No. 9

Article 8

The Commission shall, in accordance with the procedure provided for in Regulation (EEC) No. 2750/75, establish the technical coefficient and equivalence criterion referred to in that Regulation.

Amendment No. 10

Article 9

This regulation is only interim in nature and will have to be reviewed after a new proposal from the Commission based on the quantities of food aid entered in the 1985 budget.

Amendment No. 11

Annex 1

Quantities referred to in Article 1(1) made available for 1985*

- For cereals:
 - (a) an initial instalment of 927,663 tonnes;
 - (b) a second instalment of up to 232,337 tonnes

- For milk powder: a maximum of 150,000 tonnes

- For butteroil: a maximum of 40,000 tonnes

- For sugar: a maximum of 11,000 tonnes

- For vegetable oil (seed oil and olive oil): a maximum of 12,600 tonnes

- For other products, quantities equivalent to not more than 162,000 tonnes of cereals.

- For cereals:
 - (a) an initial instalment of 927,663 tonnes
 - (b) a second instalment of up to 232,337 tonnes

- For milk powder: a maximum of 87,100 tonnes

- For butteroil: a maximum of 17,200 tonnes

- For sugar: a maximum of 13,600 tonnes

- For vegetable oil (seed oil and olive oil): a maximum of 9,100 tonnes

- For other products, quantities equivalent to not more than 211,700 tonnes of cereals.

- These quantities will be amended in the light of the 1985 budget as finally adopted.

Amendment No. 12 to be deleted

*The Commission reserves the right to change these quantities according to the outcome of the budgetary procedure or in the event of increased food crises in certain regions.

A

MOTION FOR A RESOLUTION

closing the procedure for consultation of the European Parliament on the proposal from the Commission of the European Communities to the Council for an interim regulation laying down implementing rules for Regulation (EEC) No. 3331/82 as regards food aid management policy

The European Parliament,

- having regard to the proposal from the Commission to the Council¹,
- having been consulted by the Council (Doc. 2-628/84),
- having regard to its resolution of 18 January 1985 on the management and implementation of food aid under the system of provisional twelfths²,
- having regard to the report by the Committee on Development and Cooperation and the opinions of the Committee on Budgets and the Committee on Budgetary Control (PE 95.681),
- having regard to the result of the vote on the Commission's proposal,

(a) With regard to the Council's request for consultation by urgent procedure

1. Notes the Council's statement that this regulation is no more than interim in nature, and that it will be reconsidered after adoption of the 1985 budget by the European Parliament;

¹ OJ No. C 264, 3.10.1984

² Minutes of 18.1.1989, PE 95.065, p. 48

2. Once again instructs the Commission without delay to draw up¹:
 - new budgetary proposals for 1985, in which Title 9 takes account of the choices made by the European Parliament in its first reading of the 1986 draft budget,
 - after adoption of the 1985 budget, a new proposal for an implementing regulation on food aid management in 1985,
 - finally, a new proposal for a basic regulation on food aid management respecting the European Parliament's budgetary powers;
3. Subject to these conditions, and anxious not to hold up the machinery of food aid, agrees to the Council's request for urgency;
- (b) With regard to the 1985 food aid programme
 4. Restates the need to make food aid a component of development programmes and consequently an integral part of measures to improve the food situation in the developing countries;
 5. repeats, to this effect, its opposition to any use of food aid as a means of disposing of surpluses of Community agricultural produce;
 6. States that it was in accordance with this principle that it decided to reduce the quantities of milk powder and butteroil to be granted as food aid in 1985, and to increase instead the quantities of cereals, sugar, vegetable oils and above all of aid consisting of other commodities from the developing countries;
 7. Requests the Commission wherever possible to conduct three-way operations in which developing countries can be supplied with commodities produced in other developing countries. Food aid will in this way act as a stimulus to agricultural production in the developing countries and will moreover be consistent with the usual diet of the recipients;

¹ See p. 6 of the resolution of 18.1.1985 (PE 95.065)

8. Emphasizes also the need to promote projects in place of food aid in order to encourage local food production in the developing countries;
9. Condemns the Commission's failure to take advantage of this possibility in the 1984 financial year and is of the opinion that the fact that food aid appropriations have to be transferred to this budget heading is largely to blame for this situation; for these reasons it has decided to allocate a substantial appropriation to this heading in order to compel the Commission to expand this policy;
10. Considers that the appropriations to fund the special programme to combat hunger in the world should make it possible to implement measures to accompany food aid in order to enable the recipient countries progressively to free themselves from such aid;
11. Requests that it be possible for all the products listed in Annex I of the proposal for a regulation to be allocated to emergency operations;
12. Instructs the Commission to encourage the build up of strategic food stocks so that swifter and more effective aid can be provided in emergencies;
13. Requests the Commission, in cases where this may prove necessary, to investigate in advance the best ways of channelling and transporting food aid; this applies particularly to countries with poor transport infrastructures in which internal conflicts make it essential to introduce additional arrangements to ensure that the aid is distributed efficiently to the people concerned;

(c) With regard to the institutional problems

14. Stresses that the Commission's proposal, which specifies the quantities of food aid entered in the preliminary draft budget for 1985, is by this token wholly unacceptable;
15. Reiterates once again that the quantities of food aid are laid down through the budget by the budgetary authorities, particularly as regards non-compulsory expenditure;

16. Stresses once again that the basic regulation adopted by the Council in December 1982 is null and void in that it represents a violation of the European Parliament's budgetary powers;
17. Observes that this is perfectly illustrated by the proposal from the Commission which requests the European Parliament to deliver an opinion on the 1985 food aid programme before the quantities involved have been laid down in the budget;
18. Formally requests the Commission to put an end to this situation, which is detrimental to the proper provision of food aid and constitutes a serious attack on the European Parliament's budgetary powers, by submitting the long-awaited new proposal for a basic regulation on the provision of food aid;
19. Requests the Commission to adopt, in accordance with the second paragraph of Article 149 of the Treaty establishing the European Economic Community, the amendments to its proposal which it has adopted;
20. 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.

EXPLANATORY STATEMENTINTRODUCTION

In granting food aid the Community is pursuing humanitarian objectives. This aid, which takes the form of either 'ordinary' or 'emergency' measures, constitutes one of the key elements of the Community policy of cooperation with the developing countries. Food aid is indispensable and will continue to be so for many years owing to population growth, endemic drought and increasing desertification, which frustrate all efforts towards development and especially towards the priority objective of self-sufficiency and secure food supplies.

For these reasons, Parliament, which has often had doubts about the effectiveness of Community aid, wishes to review the whole approach to this question.

Community food aid consists mainly of cereals and dairy produce. Other products are also involved, however. Since the debate on world hunger, the diversification of products, where necessary through three-way schemes, has tended to become accentuated. The European Parliament has always opposed the use of food aid as a means of disposing of the Community's surpluses, especially where the products concerned are not suited to the real needs of the people concerned. Moreover, the developing countries' cereals deficit has deteriorated considerably in the last decade and may well continue to do so. That is why Parliament has decided to reduce aid in the form of milk powder and butter oil and on the other hand to increase the amounts of cereals, sugar, vegetable oils and, above all, aid in the form of other products originating in the developing countries. It particularly wishes to draw the Commission's attention to the new approach clearly expressed during the vote on the 1985 budget and requests it to make the necessary adjustments in respect of the distribution of dairy products in the Third World.

From the European Parliament's point of view the proposal for a regulation on the provision of food aid in the 1985 financial year throws up two groups of problems.

Firstly, the fact that this proposal for a regulation implements the basic regulation passed by the Council in 1982 raises an issue of institutional principle for the European Parliament. On top of this there are the practical difficulties of implementing the basic regulation, which would make a legal mockery of the procedure for consulting Parliament.

The second problem relates to the fact that the basic regulation and the proposal for an implementing regulation for 1985 are inadequate for the way that Community food aid policy has developed.

In conclusion, while food aid is mainly intended to raise the nutritional standard of the beneficiaries and to be used in cases of emergency, it must also provide back-up for food strategies and thereby directly or indirectly help to foster the production of foods of which there is a deficit in the developing countries.

I. The nullity of the basic regulation on food aid management passed by the Council in December 1982

(a) The fundamental issue

For several reasons, the most important being that it infringes its budgetary powers, Parliament has always disputed the legality of this regulation.

Article 4 of this regulation provides that the Council, acting by a qualified majority, 'shall decide on the total quantities of each product on an annual or multiannual basis'. Under the 'joint declaration' of 30 June 1982 food aid-related expenditure, except that falling under the international agreement on cereals, is classified as non-compulsory, and the final say on this type of expenditure lies with Parliament.

It should also be repeated that in the dispute that there has been from the very outset between Parliament and the Council, the latter prematurely and unilaterally put an end to the conciliation procedure that was under way. In Parliament's eyes this constitutes a further reason why the basic regulation on food aid management of 3 December 1982 is null and void.

Faced with this situation Parliament first refused to deliver an opinion on the proposals for implementing regulations in order not to appear to be endorsing the basic regulation. This procedure, however, is not satisfactory in that it excludes Parliament from the legislative process. Parliament therefore then adopted a different approach, which was to delete all references to the basic regulation of 3 December 1982 by means of amendments.

Parliament is, however, aware of the inadequacy of this procedure, since it leads to reference being made to the earlier 1975 regulation, which is to a large extent outdated and does not provide for certain food aid mechanisms that have since been introduced.

Our committee has always defended the view that the only satisfactory solution to this dispute is amendment of the basic regulation of 3 December 1982 to make it compatible with Parliament's budgetary powers. Despite the Commission's persistent refusal to put forward a proposal for an amendment of this kind our committee has stood by its request.

From 1985 it will be up to the new Commission to prove that it has more respect for the European Parliament's wishes and for its budgetary powers. Failing this, Parliament will have to use every means at its disposal to compel the Commission to observe its rights. Moreover, one can but wonder at the persistence of the Commission's refusal to amend the regulation; the Commission bears a large measure of responsibility for the adoption by the Council of a proposal for a regulation that it - the Commission - should have withdrawn immediately following 30 June 1982.

Indeed, in a letter to the President of the European Parliament of 23 September 1982 the Council stated that, the matter in question being one of the institutional machinery (of the basic regulation) in which the European Parliament had a particular interest, nothing, in the light of experience would prevent adjustments being made to improve it if necessary at a future date.

The implementing regulations for 1983 and 1984 and the proposal for an implementing regulation for 1985 prove that the time has come to make the vital institutional amendments to the basic regulation.

(b) The inapplicability of the Commission's proposal for a regulation

The quantities of food aid products for 1985 in the proposal for a regulation are those that the Commission had entered in its other draft budget. If the European Parliament had delivered its opinion on reception of the Commission's proposal, it would have been unable to do any more than state the quantities that it itself had entered in the budget on the first reading. The Council would then have passed a regulation including the quantities it had laid down on the second reading of the draft budget.

This regulation would then have become law, although the final budget and thus the quantities of food aid would not be laid down by the European Parliament until later, viz. at the December part-session.

What possible legal value could consultation of this kind and the resulting regulation have had?

The so-called reservation included by the Commission in its proposal must of course be noted. An asterisk in the Annex indicates that 'the Commission reserves the right to change these quantities according to the outcome of the budgetary procedure or in the event of increased food prices in certain regions'. This reservation is unacceptable to Parliament.

It is not up to the Commission to change the quantities of food aid according to the budgetary procedure. The Commission can only implement the relevant budgetary decisions made by Parliament. Neither is it up to the Commission to increase these quantities according to the food situation in the developing countries. In such cases, the Commission can only propose a food budget or transfers of appropriations.

In order for the consultation procedure and the decision-making process to be entirely clear and above board, Parliament has decided not to deliver an opinion until the budget has been established. Its opinion includes the quantities of food aid that it has itself decided on.

II. The failings of the basic regulation and the proposal for an implementing regulation for 1985

The basic regulation on food aid management passed by the Council in December 1982 was in fact derived from a proposal drawn up by the Commission as early as 1978. The conception of the regulation, in terms of its aims and the instruments for which it provides, therefore reflects a food aid policy that has been overtaken by subsequent developments.

Thanks in particular to opinions from Parliament, the Community eventually recognized that food aid could not be confined to making surplus food produced in the Community available to the developing countries.

Since 1978 concepts such as including food aid in development statistics using food aid in such a way as not to discourage local food production, three-way operations, a special programme to combat hunger in the world and food projects in place of food aid have been recommended by Parliament and they have eventually been recognized and officially adopted by the Community. This new approach to food aid is also reflected in the budget. Following the first reading by Parliament, Title 9 of the draft budget for 1985 therefore provided for the following in addition to food aid:

. Article 924:	Other commodities (three-way operations)	CA PA	30 m ECU 20 m ECU
. Article 929:	Food projects in place of food aid	CA PA	21 m ECU 5 m ECU
. Article 950:	Emergency aid	CA PA	18.5 m ECU 18.5 m ECU
. Article 951:	Joint funding of cereals purchases with NGOs	CA PA	5 m ECU 5 m ECU
. Article 958:	Special programme to combat hunger in the world	CA PA	29 m ECU 16 m ECU

Neither the basic regulation nor the proposal for an implementing regulation for the 1985 financial year, however, make any mention of these new measures. On the contrary, these texts, which are based on the old concept of food aid, are often an obstacle to the implementation of new projects and procedures.

Article 6 of the proposal for an implementing regulation for 1985 thus provides that 'except in the case of emergency operations or where products have to be purchased in a developing country because they are unavailable on the Community market, tenders shall be called for within the Community'.

Thus the Community, while in principle affirming the importance of three-way schemes (cf the regulation on the implementation of food projects in place of food aid), imposes major restrictions by way of its own regulations: account must first be taken of the commodities available on the Community market before purchasing them in the developing countries can be considered. In its opinion on the proposal for a regulation operations in place of food aid, Parliament called on the Community to give priority under the regulation to measures designed to encourage local efforts to achieve self-sufficiency, particularly as part of food strategies. (1)

Despite these opinions, and in particular because of administrative obstacles, there has been only one operation in place of food aid, in Niger at the end of 1983; and this project was only made possible thanks to the allocation by the European Parliament of a 500,000 ECU appropriation to Article 929.

Your rapporteur has demonstrated the failure of the Commission's proposals to cover projects in place of food aid only by way of example. Similar illustrations could be provided in the case of making available 'other commodities' and the special programme to combat hunger.

(1) Report by Mrs FOCKE, resolution of 13 April 1984 OJ No C 127, 14.5.1984

This situation clearly demonstrates the need for a new basic regulation on food aid management that takes account of all the developments in food aid policy since 1979.

In conclusion, the European Parliament instructs the Commission to draw up as soon as possible a new proposal for a basic regulation on food aid management that

- fully respects the European Parliament's budgetary powers and
- takes account of the new approach to food aid policy worked out since 1979.

OPINION OF THE COMMITTEE ON BUDGETS

Letter from the chairman of the committee to Mrs FOCKE, chairman of the Committee on Development and Cooperation

Subject: Proposal for a regulation laying down implementing rules for Regulation (EEC) No. 3331/82 on food aid policy and food aid management (Doc. COM(84) 481 - Doc. 628/84)

Dear Madam Chairman,

The Committee on Budgets considered the above proposal at its meeting of 22 November 1984.

It reaffirmed its opposition to the arrangements adopted in the basic regulation (3331/82) which, by giving the Council the power to determine the amounts to be distributed as food aid, undermine the powers of the budgetary authority and are a breach of the inter-institutional agreement of 30 June 1982. The committee felt that the only satisfactory solution to this problem was the drafting of a new basic regulation.

The Committee on Budgets also emphasized that the implementing regulation for 1985 could not be adopted until the budgetary appropriations had been determined and would have to be in line with them, as has been the practice in previous years.

Yours sincerely,

(sgd) Jean Pierre COT

The following took part in the vote: Mr RYAN, 1st vice-chairman, Mr CURRY, 2nd vice-chairman, Mrs BOSERUP, Mr BARDONG, Mr DI BARTOLOMEI, Lord DOURO, Mr J. ELLES, Mr GATTI (deputizing for Mr SPINELLI), Mrs HOFF, Mr LANGES, Mr ROMEOS (deputizing for Mr VARFIS), Mr TORTORA (deputizing for Mr CICCIOMESSERE), Mr DE VRIES (deputizing for Mr LOUWES), Mr VON DER VRING, Mr WETTIG (deputizing for Mr RIGO).

O P I N I O N

(Rule 101 of the Rules of Procedure)

of the Committee on Budgetary Control

Draftsman: Mr L. FELLERMAIER

At its meeting of 15 October 1984, the Committee on Budgetary Control appointed Mr FELLERMAIER draftsman.

At its meeting of 11 December 1984, the committee considered the draft opinion and adopted the conclusions thereof by 9 votes with one abstention.

The following took part in the vote: Mr AIGNER, chairman; Mrs BOSERUP, vice-chairman; Mr FELLERMAIER, draftsman; Mr CORNELISSEN, Mr DIMITRIADIS, Mrs HOFF, Mr MARCK, Mr PFENNIG (deputizing for Mr SCHOEN), Mr SCHREIBER and Mr WETTIG.

1. When the Council unilaterally broke off the conciliation procedure on Regulation No. 3331/82, Parliament delivered the following opinion on the allocation of responsibilities in the food aid sector:

'(the European Parliament) therefore urgently demands a fundamental reallocation of responsibilities in line with the following arrangement:

- the Council, acting by a qualified majority (Article 148(2) of the EEC Treaty) on a proposal from the Commission after consulting Parliament, is authorized to lay down the general guidelines for the various multiannual food aid programmes which must be part of the development policy;
- the appropriations are authorized as non-compulsory expenditure on a year-by-year basis (where necessary, by applying the system of differentiated appropriations in this field) by the budgetary authority on the basis of the Commission's preliminary draft;
- the aid is implemented by the Commission acting independently and on its own responsibility within the framework of the guidelines laid down by the Council and the appropriations authorized by the budgetary authority;
- monitoring shall be carried out by the Court of Auditors of the European Communities and by Parliament.'

2. Regulation No. 3331/82, the validity of which Parliament contests, does not take account of that opinion in the following areas:

- (a) the overall annual quantities are not laid down by the budget but by means of a Council regulation;
- (b) the Commission does not have the power of decision for the implementation of food aid since a Committee delivers an opinion on the Commission's proposals and, in the case of a divergence of opinions, asks the Council to take a decision.

3. The Commission has endeavoured to take account of Parliament's rejection of Regulation No. 3331/82. Accordingly it has proposed differentiated appropriations for food aid in the 1985 preliminary draft budget; furthermore, in accordance with the joint Council declaration of 19 December 1983, the Commission states expressly that the overall quantities will depend on the conclusion of the budgetary procedure.

4. However, the Council still has the possibility of opting for a different procedure and declaring that budgetary decisions are no more than a recording in the accounts of the decisions it takes by way of regulation. To overcome this eventuality, it would be appropriate to postpone the decision until after the adoption of the 1985 budget.

5. The introduction of differentiated appropriations does indeed mark considerable progress from the point of view of budgetary transparency, but this measure is nothing more than a purely technical improvement. In fact, it involves spreading payments over several years in line with the spreading of deliveries, in other words, in line with the delays recorded annually in the implementation of the aid.

6. The system of differentiated appropriations cannot be regarded as the annual programming of aid requested by Parliament. In one of the recitals of the proposal for a regulation, the Commission notes that the possibility of a programming of this nature is not excluded and points out that some measures are implemented as part of multiannual programmes. Parliament has asked for the annual programming to be the rule for all kinds of aid, except for emergency aid. From this point of view, the Commission's proposals follows the same line as Regulation No. 3331/82.

7. Consequently, the Committee on Budgetary Control submits the following proposals to the Committee on Development and Cooperation:

- (a) the adoption of Parliament's report on the Commission's proposal should be held over until after the adoption of the 1985 budget;
- (b) Parliament's rejection of Regulation No. 3331/82 should be referred to, especially as regards the power of decision on overall quantities, the role of the management committee and the rejection of a multiannual programming of the aid;
- (c) the Commission should submit a new version of Regulation No. 3331/82 on this basis;
- (d) in the meantime, the Commission must continue to manage food aid on the basis of the criteria laid down by Parliament;
- (e) the Commission should adopt the following amendments to its proposal:
 - Recital k:
'whereas multiannual food aid programmes still represent a positive contribution to development in the recipient country, where emergency aid is not involved,'
 - Article 1(1):
'The quantities of product to be made available under multiannual programmes, to certain developing countries and certain organizations as food aid are indicated in Annex I.'

