
EUROPEAN PARLIAMENT

Working Documents

1982-1983

21 June 1982

DOCUMENT 1-305/82/A

Report

drawn up on behalf of the Committee on
Institutional Affairs

on the ~~the~~ European Parliament's position concerning
the reform of the Treaties and the achievement
of European Union

A - MOTION FOR A RESOLUTION

Coordinating rapporteur: Mr A. SPINELLI

By letters of 16 February and 17 March 1982 the Committee on Institutional Affairs informed the President and the enlarged Bureau of the European Parliament of its intention to submit a report on 'the position concerning the reform of the Treaties and the achievement of European Union'; the report is hereby submitted under the mandate conferred on the Committee on Institutional Affairs by Parliament's resolution of 9 July 1981.

On 28 January 1982 the committee appointed Mr Altiero Spinelli coordinating rapporteur.

At its meetings of 24-25 February, 16-17 March and 31 March-1 April, the committee examined the motion for a resolution. At its meeting of 24-26 May the committee adopted the resolution by 31 votes with 2 abstentions.

The following took part in the vote: Mr Ferri, chairman; Mr Jonker, Mr Pannella, Mr Nord, vice-chairmen; Mr Spinelli, coordinating rapporteur; Mr van Aerssen, Mr Antoniozzi, Mr Bonaccini (deputizing for Mr Chambeiron), Mr Cariglia (deputizing for Mr Plaskovitis), Mr de Courcy Ling (deputizing for Mr Spencer), Mr De Gucht, Mr Deschamps (deputizing for Mr Kallias), Mrs Duport (deputizing for Mr Moreau), Mr Fantì, Mr Ingo Friedrich (deputizing for Mr Pfennig), Mrs Gaiotti de Biase (deputizing for Mr Seitlinger), Mr Haagerup (deputizing for Mr Visentini), Mr Hänsch, Mrs van den Heuvel, Mr Ippolito (deputizing for Mr Ephremidis), Mr Christopher Jackson, Mr Johnson, Mr Luster (deputizing for Mr Lücker), Mr Macario, Mr Pflimlin (deputizing for Mr Blumenfeld), Mr Prag, Mr Radoux, Mr Ruffolo, Mr Schieler, Sir James Scott-Hopkins (deputizing for Mr), Mr Seeler (deputizing for Mr Saby), Mr Verroken and Mr Zecchino.

The explanatory statement will be published separately.

The Committee on Institutional Affairs hereby submits to the European Parliament the following motion for a resolution together with explanatory statement:

MOTION FOR A RESOLUTION

on the European Parliament's position concerning the reform of the Treaties and the achievement of European Union

The European Parliament,

- A whereas participation in the European Communities - and in the forms of cooperation based on them - have been beneficial both to the Member States and to the international community, but the passage of time, the experience acquired and the emergence of new political and economic challenges make reforms necessary,
- B aware that the political, social and institutional development of the European Community falls far short of meeting the needs and the aspirations of European citizens,
- C convinced that, in the face of exacerbating international conflicts, the Community must finally fully assume the role due to it in the world - that of catalyst of peace and development,
- D convinced that reform of the Institutions, indispensable though it is for improving the functioning of the Community, cannot replace joint action to meet the political, social and economic challenges of today and tomorrow,
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- E whereas current efforts to achieve a better functioning of the Institutions under the existing Treaties should be tenaciously pursued pending the necessary reforms which Parliament has undertaken to prepare,
- F having regard to its resolution of 9 July 1981 whereby it decided to set in motion itself a new political and legal process aimed at establishing European Union,
- G convinced more than ever that the texts introducing institutional changes should be drawn up by Parliament itself, if necessary in successive stages,

H convinced that public opinion, provided it is well informed, will vigorously support moves towards European Union,

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I having regard to the first report from the Committee on Institutional Affairs (Doc. 1-305/82),

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1. Recalls that:

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- the objective of European Union was fixed as early as 1952 by the Treaty establishing the first Community and has been reaffirmed since then on numerous occasions in the Treaties and various agreements, declarations and initiatives - as described in the Committee on Institutional Affairs' Selection of Texts;
- advances made towards the objective of the Union, although considerable, have been spasmodic and inadequate to meet the economic and political challenges which the Community encountered - and these achievements are increasingly threatened by nationalistic practices and a return to traditional diplomatic procedures;

and declares that:

- achievement of the Union remains indispensable if joint actions more forceful, bolder and enjoying greater popular support than heretofore, are to be undertaken to counter the Community's growing dependence and vulnerability;
- the need for reforms is made all the more urgent by the forthcoming enlargement of the Community to include new Member States.

2. Considers, therefore, that, on the basis of the Treaties and Community agreements, declarations and Acts currently in force, a draft of modifications of the Treaties should be prepared, defining the tasks, competences and Institutions of the Union in accordance with the Community's fundamental values;

3. Proposes as the basis for such a draft the following broad guidelines:

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PE 77.545/fin.

4. The tasks of the Union - as set out in particular at the Paris Summit of 1972 and in the 1975 reports by Parliament, the Commission, the Court and Mr Tindemans - shall be formulated with a view to:
- (a) growing political, economic and social solidarity of its peoples in a context of respect for human (individual and collective) rights and values and for democratic freedoms, as well as for ethnic and cultural diversity, of progress in social justice and of efforts to achieve full employment, stable economic growth, a higher quality of life, and the elimination of regional imbalances;
 - (b) an effective commitment to balanced and just economic and social development for all the countries of the world - and to a stable and open economy;
 - (c) a strong and responsible contribution to peace and security which respects the rights of the peoples;
 - (d) responsible conservation and rehabilitation of the natural environment and of natural resources in order to achieve sustainable development;
5. The principle of subsidiarity - one of the essential principles of the Union - implies that:
- (a) the Union shall only undertake those tasks which can be executed more effectively in common than by the Member States separately, or those, the execution of which requires a contribution from the Union;
 - (b) the Union shall act only in clearly delineated areas;
 - (c) the Union's competences shall take strict account of the distribution of tasks and areas of activity between the Union and the Member States;
 - (d) the distribution of tasks, of areas of activity and of competences shall take account of the present state, but also of the prospects and the inevitable evolution of the Union;

6. To carry out these tasks - the nature and scale of which may vary according to the rate of development of the Union - the latter must possess appropriate competences in order to:
- (1) ensure that the policies of the Member States are compatible and convergent,
 - (2) allow common policies to be formulated and implemented,
 - (3) propose new initiatives, whenever the principle of subsidiarity so requires, in the following areas:
 - (a) the objectives laid down by the Treaties of Paris and of Rome,
 - (b) general economic policy (in particular: credit, investment, taxation, research), sectoral policies (industry, agriculture, the tertiary sector, energy) and commercial policy (in particular as regards raw materials supplies),
 - (c) monetary policy and the parallel development of the economic and the monetary aspects of Economic and Monetary Union, and in particular the development of common instruments,
 - (d) implementation of a policy for society, particularly in the areas of social, regional, environmental, cultural and information policy,
 - (e) gradual transition from national measures of cooperation with the countries of the Third World towards a vigorous common policy of development aid aimed at promoting a more just world economic order,
 - (f) the gradual framing of a common European policy in the field of international relations and security;

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7. The European Union should be equipped with Institutions, set up in accordance with the principle of the separation of powers, which will ensure democratic legitimacy and scrutiny of Community decisions and the involvement of the Member States in their making, and which improve the Community's ability to function and its willingness to take decisions.

The Institutions of the Community prefigure those of the Union, but the distribution of powers between them will have to be modified, especially as regards strengthening the role of the Commission, enhancing political control by Parliament, and redefining the role of the Council - so as to increase their capacity for action and make them serve better the needs of an entity in which not only States but also citizens are united;

8. The Community's present Institutions shall be readjusted so as, on the one hand, to eliminate the existing shortcomings and, on the other, to enable the Union to shoulder new tasks and to increase its competences; the Committee on Institutional Affairs shall define the structure and the powers of the Union's Institutions in accordance with the following criteria:

(a) a new balance between the Institutions must be worked out which will ensure that each of them will exert, within the limits of the Union's competences, a strong influence over the latter's decisions,

(b) the Commission, as the Union's pivotal Institution, shall fully exercise its initiatory and executive function; to this end, its statute shall be revised as regards the manner of its appointment, its structure and its responsibilities,

(c) the Council and Parliament, deriving their mandates, respectively from the Member States and the citizens of the Union, shall jointly exercise legislative power on the basis of the Commission's proposals or on their own initiative.

Similarly, they shall jointly ratify treaties concluded by the Union and shall together constitute the Union's budgetary authority,

(d) Parliament shall exercise political control over the Executive and shall participate, in appropriate ways, in its constitution as well as in the appointment of the Members of the Court of Justice,

(e) the Council must be enabled, by means of appropriate procedures, to take promptly decisions which lie within its powers,

- (f) the role and powers of the European Council shall be defined,
- (g) the institutional links between European political co-operation and the Community Treaties shall be reinforced,
- (h) the Court of Justice shall exercise its powers within the framework of a system based on the law and the separation of powers,
- (i) the nature and role of the Economic and Social Committee and of the Court of Auditors shall be adjusted to the needs of the Union;

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- 9. From time to time - at intervals which shall be laid down, and in accordance with appropriate procedures involving the Union and the Member States - the tax resources shall be apportioned between the Union and the States according to the Union's tasks and obligations.

Within the limits of this apportionment, the Union and the States shall independently assess their resources and draw up their budgets.

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- 10. The Community patrimony - comprising the existing laws and policies of the Communities, political cooperation and the European monetary system, as well as all bodies or institutions set up within the Community context - shall remain in force unless and until altered by new laws or policies of the Union;

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- 11. The rules laid down in the new Treaty for the revision of the Treaties of the Union, shall be differentiated according to the extent of the revision envisaged and to the stage of development reached by the Union;

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- 12. Instructs its Committee on Institutional Affairs to develop the present guidelines by undertaking the necessary consultations with national and Community authorities; thereafter to draw up on this basis a series of proposals which Parliament shall examine early in 1983; and, in the light of these deliberations, to draw up a preliminary draft of the Treaty which shall be submitted to Parliament in the autumn of 1983.