

COUNCIL OF THE EUROPEAN COMMUNITIES
GENERAL SECRETARIAT

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1007th meeting of the Council

- Development Co-operation -

Brussels, 23 May 1985

President: Mr Mario FIORET
State Secretary
Ministry of Foreign Affairs
of the Italian Republic

The Governments of the Member States and the Commission of the European Communities were represented as follows:

Belgium:

Mr François-Xavier DE DONNEA
State Secretary,
Development Co-operation

Denmark:

Mr Knud-Erik TYGESEN
State Secretary,
Ministry of Foreign Affairs

Germany:

Mr Volkmar KOHLER
State Secretary,
Federal Ministry for
Development Co-operation

Greece:

Mr Théodoros PANGALOS
State Secretary for
European Economic
Community Affairs

France:

Mr Christian NUCCI
Minister attached to the
Minister for Foreign Relations,
responsible for Co-operation
and Development

Ireland:

Mr James O'KEEFFE
Minister of State,
Department of Foreign Affairs

Italy:

Mr Mario FIORET
State Secretary,
Ministry of Foreign Affairs

Luxembourg:

Mr Joseph WEYLAND
Ambassador,
Permanent Representative

Netherlands:

Mr M.H.J.C. RUTTEN
Ambassador,
Permanent Representative

United Kingdom:

Mr Timothy RAISON
Minister for
Overseas Development

Commission:

Mr Lorenzo NATALI
Vice-President

Mr Claude CHEYSSON
Member

FAMINE IN AFRICA

The Council devoted the bulk of its discussions to the famine still raging in certain African countries.

It heard a report from Mr NATALI on the implementation of the plan adopted by the European Council in Dublin in December 1984. Following a detailed examination, it adopted the following conclusions as a guideline for the Community's future action:

THE COUNCIL,

aware of the very serious and continuing famine in Africa affecting millions of human beings,

I. EMERGENCY MEASURES

- notes the exceptional major efforts of the Community and the Member States following the deliberations of the European Council in Dublin to tackle this situation; it congratulates the Commission on its efforts and will give it full support in the future;
- notes, on the basis of the data available, which must be constantly updated in the light of information from all the appropriate sources, that the commitments entered into by the international community have equalled or even exceeded the volume of present estimated worldwide food requirements for the period between the 1984 harvest and the 1985 harvest;
- takes note that around 40% of the emergency aid decided on in Dublin for the worst-affected countries has already reached the recipients on the ground and that 25% is on its way;

- considers, however, that care should be taken to ensure that the promised aid is mobilized and transported to Africa in a co-ordinated and synchronized way so that it reaches recipients under the best conditions;

- notes, in this context, that it has been possible to speed up the procedures for mobilizing aid, but considers that further progress should be made and notes that a working party has been set up within the Commission for this purpose;

- observes that the situation is less satisfactory as regards the distribution of aid to the various recipient countries and considers that efforts, more particularly with regard to unloading and transport within these countries, must be made by donors so that distribution may be effected in good time, particularly as the approaching rainy season may cause serious difficulties;

- urges the Governments of the assisted countries to do everything possible for food aid and emergency aid to be sent to all the regions affected and benefit the entire population concerned;

- notes that co-ordination between the Commission and the Member States on the one hand and the other donors on the other hand is proceeding in an efficient manner, and that a further co-ordination meeting between the Commission and the Member States will be held in the near future,

- recalls the conclusions it reached at its meeting on 6 November 1984 when adopting a plan to combat the effects of an exceptional drought in the Sahel comprising practical measures regarding the detection of critical situations, the evaluation of requirements, programming, decision-making and the implementation of aid,

- considers that early-warning machinery and procedures must be developed further to avoid being caught unawares by comparable phenomena in the future,

- notes that a significant effort is still required as regards non-food aid, particularly in the health sector, where the situation has worsened noticeably at the same time as malnutrition has increased.

II. MEDIUM AND LONG-TERM MEASURES

(a)

- recalls that the Community has committed itself to supporting the efforts being made by the States concerned in the fields of rural development, securing the food supply of the population, and restoring and enhancing agricultural potential,
- points out that, in recent years, this commitment has been reflected, in the campaign against hunger in the world, in co-ordinated measures to support the food strategies and policies of several countries and in specific projects concerning, notably, the fight against desertification, and points out that the Third ACP-EEC Lomé Convention now makes provision for various means for enabling support for the efforts made by ACP States to be intensified and made systematic.

(b)

- notes that, in this context, Community food aid, like emergency aid, whenever at all possible, is linked increasingly closely with the food strategies and policies of the recipient countries and consequently with their development policies.

(c)

- stresses its concern that, in certain African States, drought and the encroachment of the desert are inhibiting all efforts at development and in particular the priority objective of food self-sufficiency and security, and observes that the gradual destruction of the tropical forest in other regions also gives ground for concern,
- notes the link between the demographic situation and the ecological balance in the regions concerned,
- notes the work being carried out by experts on the fundamental matter of afforestation,
- sincerely hopes that the use of the instruments available in particular under the new Lomé Convention will be programmed at national and regional level in such a way as to ensure - taking into account the aid also being provided by the Member States and from other sources the critical mass essential for an effective approach to combating hunger in Africa.

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- The Council concludes that success will depend on efforts being continued for a long period to come, and agrees to keep all aspects of this question on its agenda.

COMPARISON OF THE COST-EFFECTIVENES OF THE VARIOUS PRODUCTS
SUPPLIED BY THE COMMUNITY AS FOOD AID

In order to help the Council better evaluate the effectiveness of the various products used as food aid, the Commission submitted to it a major comparative study on the cost-effectiveness of the various products supplied by the Community as food aid.

On the basis of this study, the Council adopted the following preliminary conclusions:

I

The Development Council had requested an assessment of the "usefulness, cost and specific difficulties" involved for the products distributed in the framework of Community food aid, with a view to continuing the process of better integrating this aid into development policy.

The study which the Commission submitted to this end follows on from the Development Council Resolution of 15 November 1983 on Food Aid for Development. Very thorough on certain aspects, it enabled conclusions to be drawn which should help in defining the range of Community products on the basis of their characteristics. One general point to emerge from the discussion was the concept of "economic cost", to be added to the other factors considered in assessing the usefulness of products as food aid.

It should be stated that these conclusions, which do not cover all the aspects of the matter, are not aimed at establishing a rigid hierarchy between the products intended for aid but only at drawing attention to the special features (advantages or disadvantages) brought to light by the examination. The usefulness of products may be measured in terms of direct nutritional value for the recipient countries but also, indirectly, in terms of their value as an instrument of co-operation owing to the financial effects produced. Similarly, costs may be measured in terms of gross expenditure or in terms of opportunity cost in order to take account of the physical availability of the products in question and of the alternative uses which might have to be found for them. Finally, of the specific difficulties affecting the products to varying degrees, it was confirmed once again that the most serious continues to be the need to take account of a population's eating habits and the harmful effect which large-scale and prolonged aid may have if not accompanied by measures intended to integrate it into local development policies.

The application of these criteria has not revealed any significant systematic difference between the various products examined, with the exception of butteroil (when it is used for cooking), which, from the point of view of cost-effectiveness ratio, would appear to be outclassed by all the other products.

II

CEREAL PRODUCTS

These products make up an increasing proportion of Community aid (over one-third of budget expenditure under Chapter 92 in 1984), which is confirmed by the magnitude of their nutritional value: approximately 80% of the calories, over 70% of the proteins and one-third of the oils and fats (lipids) supplied by the Community to developing countries have been in the form of cereals.

Within this category it was noted that, taking account of the nutritional aspects, the prices of the various cereals supplied by the Community were comparable but it was found that a more detailed assessment required a comparison to be made with cereals which are more generally produced and consumed in developing countries, (sorghum, millet, maize, etc.). The cost of cereals aid for the Community was found to be, in economic terms expressing the usefulness for the recipients and taking account of the production situation in the EEC, of the same order. This led to a favourable assessment of the cost-effectiveness ratio, which is further enhanced if consideration of the nutritional value per ECU spent is included in the analysis.

SKIMMED-MILK POWDER

The usefulness of this product, which in 1984 accounted for approximately 1/4 of Community expenditure under Chapter 92 in terms of products intended for aid, appeared, insofar as it corresponds to eating habits in certain developing countries, to be linked essentially to the requests made for it by those countries. It was, however, shown that its allocation to food aid imposes the twofold restriction of the need to ensure proper use from a health point of view (hygiene precautions and the danger of lactose intolerance) and, as with other products, the possible creation of new food dependence on a product not always capable of being replaced in the medium term by adequate local production.

From the point of view of nutritional value, skimmed-milk powder continues to be an important factor as regards access by developing countries to a source of protein. Although it is easy to define the budgetary cost, the existence of supplies of this product in the Community and the fact that the Community is itself an importer of certain protein products means that its economic cost varies within a wide range. As a result, the assessment in terms of cost-effectiveness depends on these parameters and on how they evolve. The figures which were used as a basis for this study indicate, however, that this ratio is around 1 or more.

BUTTEROIL

The nutritional usefulness of butteroil is linked both to the supply of oils and fats and to the use made of butteroil in the reconstitution of milk powder. Butteroil had traditionally been the main oils and fats product offered by the Community; however, as a result of experience gained over the last few years a comparison between butteroil and vegetable oils has shown that, taking account of the cost, butteroil is relatively less effective. This finding was confirmed, moreover, by the data concerning the cost-effectiveness ratio, which was less favourable for butteroil than for the other products in the range. On the other hand, used as a dairy product, butteroil continues to be a vital constituent in many cases and it would appear to be more appropriate to make reference to this use in the future.

VEGETABLE OILS

The Community has only in recent years started to deliver vegetable oils in the framework of its programmes; the nutritional considerations are the same as for butteroil with, in general, the same nutritional coefficients per unit weight but with certain financial advantages. It was noted, however, that Community supplies of vegetable oils and fats were smaller than those in other sectors and that this made comparison with the other products difficult. Vegetable oils offer advantages from the point of view of budgetary costs, but are not always superior to butteroil in terms of price and economic cost.

SUGAR

The large nutritional value of this product, together with its easy assimilation, renders it particularly suitable for use as emergency aid. Its economic cost corresponds to its world price, and the cost-effectiveness ratio therefore remains within favourable limits.

LEGUMES

These products offer the advantage of a nutritional content which is high in proteins and calories; the extent of the range and the existence of local rather than world markets for most of these products does not, however, facilitate determination of the economic data but confirms the importance of these products, particularly in the context of triangular operations.

III

- (a) It should be pointed out that a more thorough assessment should take account of the fact that the analysis was limited to the main products currently delivered and that its conclusions depend to a large extent on data which are in a state of constant flux. Furthermore, consideration is still being given to certain forms of use of these products (e.g. milk tablets used for emergency aid). The discussions however made it possible to work out a methodology which took account of numerous other factors relating to food-aid operations, and they brought to light the importance of also taking account of certain other aspects of food-aid operations (in particular, the use of the various products according to the recipient and/or the population concerned, delivery conditions, cost of transport according to the product or packaging, etc.).
- (b) Other factors, which ought to be covered in future discussions, should also be taken into account, in particular:
- the impact of aid on the economies of the recipient countries (effect of replacing imports, financial contribution, effect on local production);

- the benefit to the population groups for whom the aid is intended (in terms of its nutritional value and of distribution of incomes).

These various aspects will have to be examined in greater detail by studying particular experiences.

- (c) In addition to such an assessment, it would be desirable to have information available which would enable the relative effectiveness and cost of food aid to be assessed in its various aspects as compared with other forms of Community aid to developing countries.
- (d) Finally, as the discussion has enabled a relationship to be established between the economic cost and the budgetary cost of products, it is desirable that the Commission, when submitting its annual budget proposals, should at the same time provide information on their respective economic costs.

CO-ORDINATION OF POLICIES AND OPERATIONS WITHIN THE COMMUNITY

- (a) The Resolution adopted by the Council in June 1984 concerning the co-ordination of policies and operations within the Community called, inter alia, for periodic reports to be drawn by the Member States' and Commission representatives on the spot in the developing countries. To render this arrangement more practical, the Council considered that details should be given on the content of those reports and the procedure for preparing them and has accordingly adopted conclusions on this subject.
- (b) The Council held a fruitful discussion on problems connected with the convergence of Member States' development co-operation policies.

It called upon the Permanent Representatives Committee to examine these questions in detail and to report back to it at a future meeting.

DEVELOPMENT AID AND THE SITUATION OF WOMEN

The Council heard a verbal Commission report on the progress of the proceedings of a Working Party of experts from the Member States on the question of development aid and the situation of women.

It called upon the Commission to send it a communication on this subject as soon as possible for detailed examination at a future meeting.

In the meantime, the relevant bodies will continue preparing the Community's position for the Nairobi Conference to close the Decade for Women.

Bruxelles, le 22 mai 1985

NOTE BIO(85) 178 AUX BUREAUX NATIONAUX
C.C. AUX MEMBRES DU SERVICE DU PORTE-PAROLE

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PREPARATION CONSEIL DEVELOPPEMENT DU 23 MAI 1985

(C. Stathopoulos)

La famine en Afrique, la coordination des politiques et des actions d'aide au sein de la Communauté, l'examen du rapport efficacité/cout des différents produits mis à la disposition de la Communauté au titre des actions d'aide alimentaire et le rôle des entités régionales européennes dans la coopération au développement Europe/Tiers Monde sont les principaux sujets de l'ordre du jour du Conseil Développement, dont les travaux débiteront le 23 mai à 10h00 à Bruxelles.

FAMINE EN AFRIQUE

M. Natali informera les Ministres de ses récentes visites en Ethiopie (voir IP-141), en Somalie, au Mali, au Niger et en Mauritanie (voir BIO(85)177). Il fera également rapport sur l'état d'exécution du plan de Dublin et la coordination entre les différents donateurs.

Dans le cadre de la discussion sur la famine en Afrique, le Conseil se penchera sur les stratégies alimentaires qui visent à faire face à moyen et long termes au problème de l'autosuffisance alimentaire. Il examinera aussi les progrès effectués dans la lutte contre la désertification. Il s'agit donc d'un "progress report" et, des initiatives spectaculaires ne devraient pas être attendues en ce moment de la part de la Commission, qui se réserverait de présenter des propositions appropriées au Conseil Européen de Milan.

COORDINATION DES POLITIQUES D'AIDE

Il s'agit d'une première, dans la mesure où les Ministres acceptent de s'occuper d'un problème qui jusqu'à présent n'était pas considéré par certains Etats membres comme susceptible d'être discuté au niveau communautaire.

Le Vice-Président Natali va exposer aux Ministres les idées de la Commission là-dessus, qui n'ont pas encore été communiquées officiellement au Conseil.

Le fil conducteur des réflexions de la Commission est qu'une amélioration de l'efficacité de la coopération passe par une coordination sur place active, destinée à améliorer la cohérence et la complémentarité des actions.

RAPPORT EFFICACITE/COUT DES ACTIONS D'AIDE ALIMENTAIRE

A la demande du Conseil Développement, la Commission a présenté au Conseil le 31 octobre 1984 une étude sur l'utilité et le coût respectifs ainsi que sur les problèmes spécifiques de chacun des produits fournis au titre de l'aide alimentaire. Cette étude a examiné :

- l'utilité des produits d'aide alimentaire pour les pays pauvres du tiers monde ;
- le coût pour la CEE de la mise à la disposition de ces produits.

Il est apparu que dans un tiers monde caractérisé par les fléaux de la famine et la malnutrition, l'utilité des produits fournis au titre de l'aide alimentaire communautaire ne fait pas de doute.

Même pour les produits laitiers, tellement critiqués dans certains milieux, il a été démontré qu'ils peuvent être considérés, soit comme un élément constitutif de la formation des marchés locaux, soit comme un apport nutritionnel essentiel à des groupes vulnérables (enfants en bas âge, femmes enceintes, etc.) touchés par la malnutrition. C'est dans ce sens que le Vice-Président Natali demandera demain au Conseil la consolidation des actions d'aide alimentaire.

LE ROLE DES ENTITES REGIONALES EUROPEENNES DANS LA COOPERATION AU DEVELOPPEMENT

La Commission voit le grand intérêt de ce dossier dans la possibilité de développer des contacts continus et des habitudes de travail avec les entités régionales et locales, afin de faire connaître les orientations de la politique communautaire de coopération au développement sur une couverture géographique plus large, c'est à dire au delà des capitales et des grandes villes. Il s'agit donc de mobiliser plus massivement l'opinion publique européenne en faveur de la politique communautaire au développement.

Autres points de l'ordre du jour :

- L'aide au développement et la situation des femmes
- La promotion commerciale
- L'évaluation de l'assistance financière et technique aux pays de la Méditerranée Sud et Est.

A suivre,

Amitiés,

H. PAEMEN, Comeur 

Bruxelles, le 23 mai 1985

NOTE BIO(85) 178 (suite 1) AUX BUREAUX NATIONAUX
C.C. AUX MEMBRES DU SERVICE DU PORTE-PAROLE

CONSEIL DEVELOPPEMENT (C. Stathopoulos)

La lutte contre la famine en Afrique a domine les discussions du Conseil Developpement dont les travaux ont debute vers 10h30. La presence de Ministres et Secretaires d'Etat a la reunion d'aujourd'hui constitue une difference considerable par rapport aux habitudes des dernieres annees ou on avait l'impression de participer plutot a une reunion du COREPER.

Le Vice-President Natali a rendu compte de ses recentes visites en Afrique et a presente un rapport de la Commission sur la lutte contre la famine. Il a, en particulier, souligne que:

- Les engagements de la Communaute internationale semblent, a l'etat actuel de la situation, couvrir les besoins des pays affectes par la secheresse.

Dans cet ensemble, les objectifs que s'etait fixe la CEE - notamment ceux du Plan de Dublin - ont ete atteints et meme depasses en termes d'engagements.

Du cote de la Commission, la simplification et l'acceleration des procedures ont permis de mettre en execution 85% des aides d'urgence et 45% des aides alimentaires normales.

Cependant, la possibilite d'evolutions locales, necessite de la part des donateurs et plus specifiquement de la CEE une attention continue en vue d'eviter l'insurgence de crises graves, meme si geographiquement limitees.

- Malgre tous ces efforts, le drame n'est pas joue. Des problemes subsistent notamment sur le plan LOGISTIQUE qui freinent la distribution des secours aux destinataires finaux. Il faudra donc encore intervenir pour d'une part, ameliorer les transports interieurs et, d'autre part pourvoir aux besoins autres qu'alimentaires, notamment en matiere de sante.

- De plus, la famine est l'aspect le plus spectaculaire du drame, mais il faut aussi considerer que la secheresse a desarticule ces economies deja fragiles, les a rendues exsangues. Des aides sont donc requises aussi pour assurer que les prochaines recoltes puissent se derouler dans des conditions normales. En particulier, il faut deja songer a la recolte 1986 et aider les pays a disposer des inputs agricoles importes, dont la chute de recettes d'exportations rend l'acquisition difficile.

- Il faut se preparer au niveau europeen afin d'ameliorer les systemes de detection precoce des secheresses et de monter un systeme d'urgence europeen coordonne, du type "Plan Orsec" permettant en cas de catastrophes de MOBILISER de facon acceleree tous les secours necessaires notamment en matiere de transport.

- S'attaquant aux problemes de l'insuffisance du potentiel naturel et de l'inadequation des politiques agricoles menees par certains pays, la Communaute appuie des STRATEGIES ALIMENTAIRES, meme dans le cadre de la preparation des programmes indicatifs de Lome III. De la lutte contre la desertification, la Communaute fait egalement une priorite essentielle, comme il apparait deja dans le "Programme de lutte contre la faim dans le monde".

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La reaction des Ministres au rapport de la Commission etait tres favorable. Tous les participants ont felicite la Commission pour les efforts qu'elle deploie. Le Ministre britannique a particulierement apprecie l'acceleration des procedures de l'acheminement de l'aide d'urgence (contrairement aux recentes critiques de certains deutes britanniques).

Le Conseil reprendra ses travaux a 15h00.

A suivre,
Amities


H. PAEMEN, Comeur ///

Bruxelles, le 24 mai 1985

NOTE BIO(85) 178 (suite 2 et fin) AUX BUREAUX NATIONAUX
C.C. AUX MEMBRES DU SERVICE DU PORTE-PAROLE

CONSEIL DEVELOPPEMENT (C. Stathopoulos)

Le Conseil, dont les travaux se sont terminés tard dans la soirée du 23 mai, a consacré l'essentiel de ses délibérations à la situation de la FAMINE qui règne toujours dans plusieurs pays d'AFRIQUE. La discussion sur ce sujet qui s'est poursuivie dans l'après-midi d'hier a abouti à l'adoption de conclusions qui confirment la ligne de conduite de la Commission.

En effet, en ce qui concerne les ACTIONS D'URGENCE, le Conseil, entre autre :

- constate l'effort exceptionnel de la Communauté et des Etats membres accompli dans le cadre du Plan de Dublin et félicite la Commission pour l'action qu'elle a menée;
- constate que les ENGAGEMENTS pris par la Communauté internationale ont atteint ou même dépassé le montant des besoins globaux actuellement estimés en matière alimentaire;
- estime que la mobilisation et l'acheminement vers l'Afrique des aides doit se faire de façon coordonnée et synchronisée;
- constate que la procédure de mobilisation des aides a pu être accélérée, mais considère que des efforts, plus particulièrement en matière de débarquement et de transport à l'intérieur des pays bénéficiaires, doivent être faits de la part des donateurs.

En ce qui concerne les ACTIONS A MOYEN ET LONG TERME, le Conseil entre autre :

- souligne l'engagement de la Communauté à appuyer les efforts propres des Etats concernés dans le domaine du développement rural;
- note que, dans ce contexte, l'aide alimentaire de la Communauté, de même que dans la mesure du possible l'aide d'urgence, s'insèrent de plus en plus dans les stratégies alimentaires des pays bénéficiaires.

La discussion sur les autres points de l'ordre du jour était brève.

Sur l'étude comparative du rapport EFFICACITE/COUT des différents produits mis à la disposition de la Communauté au titre des actions d'AIDE ALIMENTAIRE, le Conseil s'est félicité du travail "approfondi" de la Commission qui lui a permis de dégager certaines conclusions.

Ces conclusions, qui ne couvrent pas tous les aspects du sujet, ne visent pas à établir une hiérarchie rigide entre produits destinés à l'aide mais seulement à attirer l'attention sur les particularités (avantages ou inconvénients) que l'examen a permis de déceler.

Sur la COORDINATION DES POLITIQUES ET DES ACTIONS D'AIDES au sein de la Communauté, le Conseil a pris note d'un rapport oral du Vice-Président Natali et a invité le COREPER d'approfondir l'examen de ces questions.

M. Natali a souligné que la coordination effective des aides européennes sera facilitée à la longue si elle s'inscrit dans un mouvement de convergence des politiques de coopération des divers États membres. Il a également identifié une série de thèmes qu'il faudrait examiner à cet égard (l'effort d'aide, la part du multilatéral dans l'aide des États membres, la répartition géographique, le lien entre aide et réformes, l'exigence de concentration sectorielle et de renforcement de la coordination, la gestion de l'aide, etc.).

Le Conseil a invité la Commission à lui transmettre, dès que possible une communication sur l'AIDE AU DÉVELOPPEMENT ET LA SITUATION DES FEMMES.

La Commission a également promis de présenter avant la fin de cette année un rapport sur le rôle des ENTITES REGIONALES dans la coopération au développement Europe-Tiers Monde.

Conférence de presse de M. Natali

À l'issue des travaux du Conseil, M. Natali a participé à une conférence de presse conjointe avec le Président en exercice du Conseil M. Fioret.

M. Natali a fait brièvement rapport de son récent voyage au Mali, en Mauritanie et au Niger (voir BIO(85)177). Il a également résumé son intervention au Conseil sur la lutte contre la famine en Afrique (voir BIO(85) 178, suite 1).

Repondant aux récentes critiques de certains députés britanniques qui reprochaient à la Communauté Européenne une lourdeur bureaucratique dans l'exécution de l'aide, et une incapacité de mobiliser ses surplus agricoles pour des livraisons d'aide aux populations affamées, M. Natali a remarqué :

a) Qu'environ 40% de l'AIDE D'URGENCE décidée à Dublin pour les pays les plus affectés est déjà PARVENUE AUX DESTINATAIRES SUR LE TERRAIN et que 25% est par ailleurs EN COURS DE ROUTE.

b) Que les livraisons d'aide se basent sur les surplus communautaires et que seulement 60.000 tonnes des 800.000 t. engagés jusqu'à présent ont été achetées hors Communauté. Mais même ces 60.000 t. ont été achetées sur des marchés locaux en Afrique ce qui représente un intérêt particulier. En effet, les achats locaux renforcent les marchés africains en incitant la production locale et épargnent le coût de transport de l'aide.

Amitiés,

H. PAEMEN, Comeur ////

