Basic information

1995/0160(SYN) SYN - Cooperation procedure (historic)	Procedure completed
Food aid policy: management of EC food aid and special operations in support of food security in developing countries Repealed by 2004/0220(COD) Amended by 2001/0005(COD) **Subject** 6.50 Emergency, food, humanitarian aid, aid to refugees, Emergency Aid Reserve	

Key players

European Parliament

Committee responsible	Rapporteur	Appointed
DEVE Development and Cooperation	TELKÄMPER Wilfried (V)	19/07/1995

Former committee responsible	Former rapporteur	Appointed
DEVE Development and Cooperation	TELKÄMPER Wilfried (V)	19/07/1995

Former committee for opinion	Former rapporteur for opinion	Appointed
AGRI Agriculture and Rural Development	SPIERS Shaun Mark (PSE)	31/10/1995
BUDG Budgets	TOMLINSON The Lord John E. (PSE)	07/09/1995

Council of the European Union

Council configuration	Meetings	Date
General Affairs	1902	1996-01-29
Development	1897	1995-12-20
Telecommunications	1941	1996-06-27

Key events

Date	Event	Reference	Summary
		COM(1995)0283	Summary

14/07/1995	Legislative proposal published		
18/09/1995	Committee referral announced in Parliament		
13/11/1995	Vote in committee		Summary
13/11/1995	Committee report tabled for plenary, 1st reading/single reading	A4-0285/1995	
14/12/1995	Debate in Parliament		Summary
29/01/1996	Council position published	12767/2/1995	Summary
15/02/1996	Committee referral announced in Parliament, 2nd reading		
24/04/1996	Vote in committee, 2nd reading		Summary
24/04/1996	Committee recommendation tabled for plenary, 2nd reading	A4-0126/1996	
20/05/1996	Debate in Parliament		Summary
04/06/1996	Modified legislative proposal published	COM(1996)0250	Summary
27/06/1996	Act adopted by Council after consultation of Parliament		Summary
27/06/1996	End of procedure in Parliament		
05/07/1996	Final act published in Official Journal		

Technical information

Procedure reference	1995/0160(SYN)
Procedure type	SYN - Cooperation procedure (historic)
Procedure subtype	Legislation
Amendments and repeals	Repealed by 2004/0220(COD) Amended by 2001/0005(COD)
Legal basis	EC Treaty (before Amsterdam) E 130W
Stage reached in procedure	Procedure completed
Committee dossier	DEVE/4/07521

Documentation gateway

European Parliament

Document type	Committee	Reference	Date	Summary
Committee report tabled for plenary, 1st reading/single reading		A4-0285/1995 OJ C 339 18.12.1995, p. 0003	13/11/1995	
Text adopted by Parliament, 1st reading/single reading		T4-0651/1995 OJ C 017 22.01.1996, p. 0419-0431	15/12/1995	Summary
Committee recommendation tabled for plenary, 2nd reading		A4-0126/1996 OJ C 152 27.05.1996, p. 0005	24/04/1996	
Text adopted by Parliament, 2nd reading		T4-0227/1996 OJ C 166 10.06.1996, p. 0016-0024	21/05/1996	Summary

Council of the EU

Document type	Reference	Date	Summary
Council position	12767/2/1995 OJ C 087 25.03.1996, p. 0034	29/01/1996	Summary

European Commission

Document type	Reference	Date	Summary
Legislative proposal	COM(1995)0283 OJ C 253 29.09.1995, p. 0010	14/07/1995	Summary
Commission communication on Council's position	SEC(1996)0234	08/02/1996	Summary
Modified legislative proposal	COM(1996)0250	04/06/1996	Summary
Follow-up document	COM(2001)0473	05/09/2001	Summary

Other institutions and bodies

Institution/body	Document type	Reference	Date	Summary
CofA	Court of Auditors: opinion, report	RCC0002/2003 OJ C 093 17.04.2003, p. 0001-0031	13/02/2003	Summary

Additional information

Source	Document	Date
European Commission	EUR-Lex	

Final act

Regulation 1996/1292
OJ L 166 05.07.1996, p. 0001 Summary

Food aid policy: management of EC food aid and special operations in support of food security in developing countries

1995/0160(SYN) - 20/12/1995

The Council held a public televised debate on food aid and food security policy and management that enabled the Ministers to set out their approach to the subject and indicate the priorities they wished to see applied in this area. Following the debate, the Council unanimously adopted a common position on the Regulation on food- aid policy and food -aid management and special operations in support of food security. That common position, which the Commission did not support, will be forwarded to the European Parliament under the cooperation procedure (Article 189b). The Regulation

will consolidate all the existing food -aid instruments in a single Regulation, which will provide a legal basis for Community financing of food aid and food security operations from a number of budget headings with a total annual allocation of around ECU 500 million.

Food aid policy: management of EC food aid and special operations in support of food security in developing countries

1995/0160(SYN) - 15/12/1995 - Text adopted by Parliament, 1st reading/single reading

In adopting the report by Mr Wilfried TELKÄMPER (Verts, D), the European Parliament approved this proposal for a regulation with the following amendments: - food aid interventions of a short-term nature in disaster areas are explicitly excluded from the scope of this regulation and should be reinstated under humanitarian aid (in the case of major crises, all instruments of Community policy should intervene with a view to the aid being coordinated); - food aid should only be allocated where this seems the only appropriate way of enhancing the food security of groups without the ways and means to cope with a food shortfall themselves; - aid should be granted as a matter of priority to the most needy groups. It should promote access to a balanced diet and improve their supply of drinking water; - to evaluate food aid needs, various indicators may be used to measure the nutritional status of beneficiaries, such as infant mortality rate and weight at birth); - the granting of food aid should also be conditional on the implementation of development projects to promote sustainable long-term food security (notably, projects to produce fertilisers and support for local food aid structures); - the role of the NGOs in supplying food aid and in carrying out medium-term operations should be strengthened. (To this end, Parliament insists that the Community's role in the aid field must be made more visible). The NGOs should guarantee the successful implementation of aid on the basis of their presence; - food products should be mobilized in the first instance in the recipient country or in a developing country belonging to the same geographical region. If this is impossible, aid should be mobilized in another developing country, and it is only if none of these alternatives is possible that products should come from the Community market. Parliament also insists that steps must be taken to ensure that purchases of food in a developing country threaten neither to disrupt that country's market nor to affect adversely the local production or its supply to their inhabitants; - measures to monitor the transport of aid should be strengthened (record of receipt and use of funds to be kept by the beneficiary countries, who are also required to render account thereof). As to the Community, each quarter the Commission should draw up and forward to the budgetary authority a review of the position regarding contracts and payments. Also, an annual report should be forwarded to the budgetary authority, and every three years beginning in 1998, this report should be replaced by an interim report. Continuation of the funding would depend on the results of these reports; - With regard to commitology, Parliament should choose an advisory-type committee in preference to that proposed by the Commission. Every effort should be made to ensure coherence and complementarity with local aid operations.

Food aid policy: management of EC food aid and special operations in support of food security in developing countries

1995/0160(SYN) - 14/07/1995 - Legislative proposal

OBJECTIVE: to restructure, update and adapt all the legal instruments of Community food aid policy and management with a view to their rationalization, including specific operations in support of food security, such as the supply of inputs, seeds, storage programmes and early-warning systems. CONTENT: this proposal covers food aid alone (famine or imminent risk of famine, not humanitarian food aid) and is based on three main lines of approach: . adapting the legal basis in order to strengthen food aid as an essential element of long-term food security: - concentrating on purchasing food on the market of recipient countries (local and triangular procurement), - improving the integration of food aid into agricultural and agro-foodstuffs development policies in recipient countries (programming and implementing food aid operations taking account of individual development policies in developing countries relating to the fight against poverty, nutrition, family planning, environmental protection and continuity once emergency aid stops); - strengthening food security support operations in countries with a structural food deficit by avoiding using this type of operation as a substitute for rural development operations; . adapting the legal basis to important geo-political changes in certain countries by updating the list of countries in receipt of this aid (especially for the countries of the former Soviet Union): the countries concerned are classified in the order established by the Development Aid Committee of the OECD and are limited to the 3 least favoured groups (annex to the regulation): - LDC (least developed countries); - LIC (low per capita income countries); - LMIC (low middle-income countries). The regulation also makes provision for a flexible procedure for amending this list (the Commission amends the list after consulting the food aid committee, not by proposing regulations which are adopted by the Council); . grouping all the instruments into a single regulation which includes all the food aid policy and management provisions and specific support operations with a view to rationalization (consequently, regulations (EEC) nos. 3972/86, 1755/84, 2507 and 2508/88 and 1420/87 have been repealed). At the same time, and in order to avoid any competition or net loss of external aid justified by a food deficit, the Commission proposes creating a new mode of intervention which provides, in certain circumstances, for aid in the form of a foreign currency facility for private operators so that they can import staples. As far as decision-making is concerned, the procedure recommended by the Commission is more flexible, especially in the case of minor decisions, in order to respond to the need for administrative flexibility and flexible planning. The European Parliament and the Council will receive information on food aid management on a regular basis, mainly in the form of progress reports on the various operations during each financial year.

Food aid policy: management of EC food aid and special operations in support of food security in developing countries

1995/0160(SYN) - 05/09/2001 - Follow-up document

AIM: Evaluation and future orientation of Council Regulation (EC) No 1292/96 on food-aid policy and food-aid management and special operations in support of food security. CONTENT: In accordance with Article 32 of Regulation (EC) No 1292/96, the Commission made an overall evaluation of the

operations financed by the Community under the said Regulation. The primary purpose of this communication was to present the findings of this evaluation and to make proposals regarding the future of the Regulation. On the basis of its evaluation, the Commission concluded that there was no need to alter the content of the Regulation. There was, however, a need to clarify the role of the Regulation in the context of the priorities outlined in the development policy of the Communities and of the progress made towards the development of a comprehensive framework for the reduction of poverty. According to the Commission's communication, the following points required clarification: · the role of the Regulation and its consistency with the other policies and instruments of the Commission; · the objectives and specific applications of the various instruments within the Regulation; · measures required to improve the efficiency and the quality of programme management at all stages of the programming and project cycle. The external evaluation of the Regulation served to highlight the close link between the absence of food security and the prevalence of poverty. The evaluators concluded that the impact of the programme was difficult to assess at this relatively early stage. Nevertheless, they considered that the policy and programme design offered grounds for optimism, although unresolved operational problems could jeopardise the successful completion of several projects. In general terms, the evaluation report recommended that the Commission should: - preserve the Regulation because it served to reduce poverty; - undertake a further evaluation in two to three years when the implementation of the 1996 Regulation had progressed sufficiently to provide conclusive results; - develop specific criteria and verifiable indicators for all projects and programmes; there was a need to carry out systematic monitoring and assessment in the field to make information available for project and programme evaluation; - ensure that the adequacy of implementation procedures and the capacity of the EC and the recipient countries to absorb resources matched the availability of resources and commitments; until this was done, there was little point in increasing commitments; - ensure that, where not already implemented, country strategies would cover all instruments (not just food aid) for a specific country in a coherent and complementary way; - encourage local purchases and triangular transactions; - shorten the chain of command from Brussels to the field teams; - establish a more detailed mandate for RESAL within each recipient country; - strengthen the role of the Food Aid and Food Security Committee by focusing it more on strategic and sectoral issues; - earmark budgetary funds to support the pursuit of food-security objectives, both as a counterpart to the currency facility in the event of a food shortage and as a stand-alone instrument supporting sectoral programmes.

Food aid policy: management of EC food aid and special operations in support of food security in developing countries

1995/0160(SYN) - 27/06/1996

The Council formally adopted the Regulation, following the conclusion of the cooperation procedure.

Food aid policy: management of EC food aid and special operations in support of food security in developing countries

1995/0160(SYN) - 08/02/1996 - Commission communication on Council's position

The Commission pointed out in its opinion on the Council's common position that it did not support the text adopted by the Council because it did not accept that Council alone could amend the list of recipient countries and bodies for reasons of procedural expediency or for administrative reasons.

Food aid policy: management of EC food aid and special operations in support of food security in developing countries

1995/0160(SYN) - 13/02/2003 - Court of Auditors: opinion, report

PURPOSE : to present the Court of Auditors Special Report No 2/2003 on the implementation of the food security policy in developing countries financed by the general budget of the European Union. CONTENT : following the debates on a world scale at the end of the 1980's, the Heads of State and Government, at the World Food Summit in Rome in November 1996, committed themselves to halving the number of undernourished people from 800 million to 400 million, by 2015. The focus should move from food aid towards more long-term development aid to improve the food security situations. At about the same time, Council Regulation 1292/96/EC was adopted with the aim of enhancing food security and reducing the recipient countries' dependence on food aid. The Court's audit focused on the steps taken by all parties involved to achieve the food security objectives set out in the Council Regulation, i.e. the formulation of countries' strategies, the management of actions, the adequacy of information and co-ordination with other donors. Regulation 1292/96/EC introduced a long-term development approach on food security, thus moving away from short-term food aid. However, as the causes of food insecurity are broad, this problem can only effectively be dealt with in the context of an overall comprehensive development policy. The report also states that food security strategies in a number of recipient countries were not integrated in coherent national development strategies, and programmes on food security were executed as development programmes separate from the mainstream programmes. Reliable base-line information on the situation of food security was not available in the countries visited by the Court, and the production of statistics by the national services was in most of the cases inadequate. The evaluation required by Regulation 1292/96/EC identified a number of important problems but concluded that it was too early to assess the impact and effectiveness of the Regulation. The Court also points out that the Commission's structure complicates the co-ordination between its services in respect of food security operations. Moreover, at the Commission's services in Brussels information was not readily available on the status of the implementation of the programmes. The report highlights that the identification of projects was unstructured in many countries, with no formal procedures for the selection of projects on the basis of clear priorities and criteria. The local population was hardly involved in proposing and selecting projects. Structures to support local communities to manage projects are rarely in place. Most of the central government's services had delegated the management of food security programmes to specific (parastatal) bodies, which hinders the integration of development actions in sustainable structures. Very few evaluations have been carried out. Audits are undertaken but are not done on an annual basis. Co-ordination between the Commission and the other donors (in particular EU Member States) was at best limited to an exchange of

information in most of the countries. On the basis of its observations, the Court recommends that: - the concept of food security should be integrated in the Commission's overall development policy, and single overall strategies and programmes should be developed for and by the recipient countries; - consideration should be given, in the context of the new evaluation of food security support, to discontinuing Regulation No 1292/96 in its present form and to integrating all development actions, including those on food security, in a limited number of comprehensive Regulations. Consequently, the structure of the budget headings under B-7 (external actions) should be modified; - as long as separate food security programmes are developed, they should be multi-annual; - the Commission should consider supporting developing countries to ensure that reliable base-line information is produced on socio-economic household situations. Indicators on food security should be developed with other donors; - there should be a regular exchange of financial information between the Commission's central services and its Delegations; - the Commission should continue to focus its efforts on capacity building and institutional support to beneficiary countries' central and local services.

Food aid policy: management of EC food aid and special operations in support of food security in developing countries

1995/0160(SYN) - 29/01/1996 - Council position

The Council incorporated into its common position a significant number of the amendments adopted by the EP at first reading, either as they stood or in an amended form. The main amendments sought to: - enhance the role of food security as a weapon against poverty; - ensure that food aid/security operations fit in with other Community development aid instruments and that they are compatible with other sectors such as the common agricultural policy; - expand the role of women and collective groups in food security programmes; - target the poorest sections of the population; - support training in the field. However, the common position did not include amendments covering: - the provision of drinking water supplies; - stepping up triangular operations and giving priority to buying food in the beneficiary countries; - setting up a consultative committee; - the submission to Parliament of a quarterly report on the implementation of food aid/security operations. The Council also inserted new provisions covering: - amendment of the list of eligible countries and organizations, in respect of which the Council felt that it should be responsible for amending the list and not the Commission; - triangular procurement: the Council felt that products should be mobilized on the Community market, in the recipient country or in one of the developing countries of the region, and that no supplier should be given priority; - division of responsibility for cereals aids under the International Food Aid Convention: for reasons relating to the legal basis, the Council will determine only that part of cereal food aid for which the Community is responsible, while that for which the Member States are responsible will be determined jointly by the Member States and the Commission; - revision clause: the Council called for an evaluation of the food aid operations financed to be carried out three years after the Regulation's entry into force, together with suggestions and proposals for modifying the Regulation (the Commission was opposed to a fixed-term Regulation); - commitology: for all projects in excess of ECU 2 million the Council provided for the Commission to be assisted by a type IIb management committee (composed of representatives of the Member States), which was already in place.

Food aid policy: management of EC food aid and special operations in support of food security in developing countries

1995/0160(SYN) - 27/06/1996 - Final act

OBJECTIVE: To restructure, update and adapt all the legal instruments of Community food aid policy and management with a view to their rationalization, including specific operations in support of food security such as the supply of inputs and seeds, storage programmes and early-warning systems. COMMUNITY MEASURE: Council Regulation (EC) No 1292/96 on food-aid policy and food-aid management and special operations in support of food security. SUBSTANCE: The Regulation covers food aid alone (serious food shortages, famine) to the explicit exclusion of humanitarian food aid, which comes under humanitarian aid legislation. In particular, the Regulation covers: (a) the objectives and general guidelines for food aid and operations in support of food security: . to promote food security; . to raise the standard of nutrition of the recipient population; . to ensure adequate water supplies; . to contribute towards economic and social development in the recipient countries; . to reduce their dependence on food aid; . to contribute to the initiatives to combat poverty. The aid shall be integrated into the development policies, particularly those on agriculture and agri-foodstuffs, and the food strategies of the countries concerned. - Food-aid operations: The products must reflect as closely as possible the dietary habits of the recipient population. Food aid shall primarily be allocated on the basis of an objective evaluation of the needs of the beneficiaries and shall be used only when it is the sole means of improving the food security of the population. The allocation criteria laid down include food shortages, the food situation measured using human development and nutritional indicators, and social and economic indicators. The granting of such aid shall be conditional on the implementation of short-term, multi-annual development projects which promote long-term food security. - Operations in support of food security: such operations shall take the form of financial and technical assistance and shall seek to support the formulation and implementation of local food strategies. They shall be implemented either directly or through NGOs. They may help to finance the supply of seed and inputs, rural credit support schemes targeted particularly at women, drinking water supplies, the marketing and distribution of agricultural products, etc. - Early-warning systems and storage programmes: the relevant measures are geared towards the gathering of data on trends in stocks and harvests and reducing food losses. (b) implementing procedures for food aid: the Regulation lists . the countries and organizations eligible for Community aid, with priority being given to the poorest sections of the population; an annex lists by alphabetical order the countries to which the aid shall be directed, as a function of their degree of poverty (LLDCs - least-developed countries; LICs - low per capita income countries; LMICs - low middle-income countries). The Council may amend this list, acting by a qualified majority on a proposal from the Commission; . criteria for the granting of aid to NGOs: in particular, the Regulation stipulates that priority shall be given to NGOs which have genuine experience in this field and a sound administrative and financial management capacity; . rules governing the mobilization of products: products shall be mobilized on the Community market in the recipient country or in one of the developing countries belonging to the same geographical region (triangular procurement). The Community contribution may also take the form of a foreign-currency facility to be made available to the beneficiaries in cases where food products are partly or totally liberalized. . the costs covered by the Community in connection with food aid and the conditions for the allocation, mobilization and implementation of aid (with particular regard to invitations to tender and the award of contracts). (c) procedures for implementing food-aid operations: the Council, acting by a qualified majority on a proposal from the Commission and after consulting the EP, shall determine the Community share of the overall amount of cereals aid laid

down in the Food Aid Convention, while the Member States' share shall be determined jointly by the Member States and the Commission. In connection with the financing of operations, the Commission shall lay down rules for mobilizing and granting aid to NGOs. It shall be assisted in this task by a type IIb management committee (composed of representatives of the Member States). With regard to monitoring procedures, the Commission shall undertake regular evaluations of food-aid operations and make regular reports on such evaluations to the committee. Each year, it shall submit a report on implementation of the Regulation to the EP and the Council. Three years after the Regulation's entry into force, an evaluation of the operations financed shall be carried out, and shall be accompanied by suggestions for a possible revision of the Regulation. ENTRY INTO FORCE: 08/07/1996 Regulations (EEC) Nos. 3972/86, 1755/84, 2507 and 2508/88 and 1420/87 shall be repealed.

Food aid policy: management of EC food aid and special operations in support of food security in developing countries

1995/0160(SYN) - 04/06/1996 - Modified legislative proposal

The Commission's amended proposal incorporated, in full or in part, 39 of the 46 amendments adopted by the European Parliament at second reading. The most important amendments retained in the Commission proposal sought to: - implement food strategies designed to alleviate poverty and make food aid superfluous; - provide humanitarian food aid under the regulation provided for the purpose, rather than under the present regulation; - step up food aid to people in developing regions and improve the drinking water supplies; - take account of the role of women and communities in food security efforts; - allocate aid on the basis of specific criteria (mainly against objective indicators of human and nutritional such as infant mortality rate, average weight at birth etc.); - finance rural credit support schemes targeted particularly at women, drinking water supplies, the marketing and processing of agricultural or food products, environmentally-friendly development projects etc.; - strengthen the role of NGOs involved in aid programmes and the role of the beneficiary populations, which needed to prove that they had experience and were efficient in distributing aid. However, the Commission rejected amendments which sought to: - reduce the dependence of beneficiary countries on food imports; - insist that the inability of beneficiaries to cope with food shortages themselves or the present of basic deficits would be the sole criterion for allocating aid; - strengthen funding for "persons in charge" of the marketing, transportation and distribution of aid; - mobilize products on the markets of developing countries (triangular procurement); - improve the Commission's coordination of its various services; - set the share of cereal aid between the Commission and the Member States; - include national aid in the monitoring carried out by the Food Aid Committee; - have the Commission draft an assessment report (to be sent to the European Parliament once a year) and evaluate the complementarity of food aid actions and other European Union policies.

Food aid policy: management of EC food aid and special operations in support of food security in developing countries

1995/0160(SYN) - 21/05/1996 - Text adopted by Parliament, 2nd reading

Adopting the recommendation for second reading by Mr Wilfried TELKÄMPER (V, D), Parliament approved the common position of the Council with the following amendments: - it called for the introduction of food strategies geared to alleviating poverty and making food aid superfluous; - it called again for food aid actions in catastrophe areas not to fall within the scope of this regulation and that, in the event of serious crises, all Community mechanisms should be implemented to alleviate these specific situations; - it insisted that food aid actions should be designed to promote food security in favour of the peoples of developing regions, to raise the standard of nutrition of the recipient population and promote their access to balanced nutrition, to improve supplies of drinking water, to encourage them to be independent in food and to reduce their dependence on food imports; - it laid particular emphasis on respect for the role of women and local communities in food security efforts and the drawing up of food programmes; - it called for food aid to be allocated on the basis of following criteria: fundamental food shortages, nutritional status measured against indicators of human and nutritional development (child death rate, average weight on birth, anaemia rates, life expectancy, percentage of population with access to clean water etc.); - it called for measures to strengthen regional approaches to food security, - it asked for operations in support of food security to help finance, inter alia, rural credit support schemes, with special emphasis on women, operations to supply drinking water, operations in support of those concerned with the marketing, transport, distribution or processing of agricultural and food products, projects to develop the environmentally acceptable production of food crops, technical assistance and field training operations, in particular for women and producer organizations, projects for producing fertilizers from raw materials and primary products in recipient countries, measures to support local food-aid structures, including on-the-spot training actions; - it called for products in the first instance to be mobilized in the recipient country or in a developing country belonging to the same geographical region. If that were not possible, aid should be mobilized in another of the developing countries or on the Community market; - regarding the allocation of food aid, it strengthened the role both of the non-governmental organizations participating in food aid programmes and that of the recipient population. Recipients must prove appropriate use of appropriations made available and, in the allocation of aid, priority must be given to small and medium-sized private undertakings. The Commission must, for its part, step up its work of coordination and the Council, after consulting the European Parliament, must allocate the aid in cereals between measures by the Community and by individual Member States. Finally, the Commission must assess the complementarity of actions in the area of food security with other EU policies.