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OPINIONS

for the Committee on Budgets
on the proposed amendments to the financial perspectives

Rapporteur: Mr Alain LAMASSOURE

OPINIONS of the Committee on External Economic Relations

OPINION of the Committee on Social Affairs, Employment and
the Working Environment

OPINION of the Committee on Regional Policy and Regional
Planning

OPINION of the Committee on Women's Rights

OPINION of the Temporary Committee to consider the impact of
the process of German unification on the European Community

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* = Consultation procedure requiring a single reading

**II = Cooperation procedure (second reading) which requires the votes of a majority of the current Members of Parliament for rejection or amendment

**I = Cooperation procedure (first reading)

*** = Parliamentary assent which requires the votes of a majority of the current Members of Parliament

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OPINION

of the Committee on External Economic Relations

Letter from the Chairman of the committee to Mr von der VRING, Chairman of the Committee on Budgets

Luxembourg, 6 November 1990

Subject: Proposal for the amendment of the Interinstitutional Agreement of 29 June 1988 on budgetary discipline and improvement of the budgetary procedure as a result of German unification
(Doc. SEC(90) 1780 final)

Dear Mr Von der Vring,

At its meeting of 6 November 1990, the Committee on External Economic Relations considered this matter.

In accordance with the Interinstitutional Agreement of 29 June 1988 on budgetary discipline the Commission is proposing an increase in the ceilings for heading 4 ('other policies') of 100m ECU in 1991 and 110m ECU in 1992 (90 and 100m ECU respectively of which are non-compulsory expenditure) to allow for the financial impact of German unification.

This assessment, especially as regards expenditure in the field of external relations, is based on an increase of 2% in financial resources, corresponding to East German GNP as a percentage of the GNP of the Community before unification.

Our committee has decided to approve the proposal and has instructed me to deliver this opinion to you in letter form.

Yours sincerely,

(sgd) Willy DE CLERCQ

The following were present for the vote: De Clercq, chairman; Cano Pinto, first vice-chairman; Stavrou, second vice-chairman, Moorhouse, third vice-chairman, Ceyrac, da Cunha Oliveira (for Bird), Hindley, Janssen van Raay, (for Lemmer), Magnani Noya, Peijs, Porto, Randzio-Plath, Rossetti, Titley, Tsimas and Visser (for Benoit).

OPINION

of the Committee on External Economic Relations

Letter from the committee chairman to Mr von der VRING, chairman of the Committee on Budgets

Luxembourg, 6 November 1990

Subject: Proposal for the revision, as a result of the Gulf crisis, of the financial perspective annexed to the Interinstitutional Agreement of 29 June 1988 on budgetary discipline and improvement of the budgetary procedure
(SEC(90) 1820 final)

Dear Mr von der VRING,

At its meeting of 6 November 1990 the Committee on External Economic Relations considered the above proposal.

The adoption of measures to assist the countries most directly affected by the Gulf crisis will make it necessary to revise the ceiling for Category 4 (Other policies) in the 1991 budget in accordance with point 12 of the above mentioned Interinstitutional Agreement.

The increase proposed by the Commission (630 m ECU) will make it possible to provide funds in 1991 of 500 m ECU in the form of grants (+ a reserve of 100 m for the possibility of extension) and 30 m ECU to re-enter appropriations in 1991 under the budget lines from which 30 m ECU were transferred in 1990 to provide emergency aid for refugees in Kuwait and Iraq.

Our committee has decided to deliver a favourable opinion on the proposal and asked me to inform you by letter of its decision.

Yours sincerely,

Willy DE CLERQ

The following were present at the vote: De Clercq, chairman; Cano Pinto, first vice-chairman; Stavrou, second vice-chairman, Moorhouse, third vice-chairman, Ceyrac, da Cunha Oliveira (for Bird), Hindley, Janssen van Raay, (for Lemmer), Magnani Noya, Peijs, Porto, Randzio-Plath, Rossetti, Titley, Tsimas and Visser (for Benoit).

OPINION

of the Committee on Social Affairs,
Employment and the Working Environment

Letter from the committee's chairman to Mr von der VRING, chairman of the
Committee on Budgets

Brussels, 6 November 1990

Subject: Proposal for the amendment of the Interinstitutional Agreement of
29 June 1988 on budgetary discipline and improvement of the
budgetary procedure as a result of German unification
(SEC(90) 1780 final)

Dear Mr von der Vring,

At its meetings of 17 October and 6 November 1990 the committee considered
the above proposal, giving particular attention to points II 2. and II 4.,
which fall directly within its terms of reference.

At the latter meeting it adopted the following conclusions⁽¹⁾:

- (a) **HEADING 2 - STRUCTURAL OPERATIONS:** While regretting the absence of
reliable statistics drawn up according to Community concepts, the
Committee on Social Affairs, Employment and the Working Environment
nevertheless considers it essential that a breakdown of the estimates
for each of the structural funds be undertaken immediately to enable
it to assess at this stage whether the resources to be assigned to the
Social Fund are sufficient to cover the immediate and foreseeable
needs of the five new Länder.

Also, in view of the added difficulty German unification will bring in
implementing the reinforcement of social and economic cohesion
envisaged in 1988, the committee considers that the doubling of the
funds decided on in 1988 should be supplemented. The new factor of
German unification will give rise to additional costs, which will
affect the future distribution of the Structural Funds. An increase
in financial resources to cope with these new needs, and a fresh
review of the 'financial perspective' are therefore essential.

6 November 1990

- (b) **HEADING 4 - OTHER POLICIES:** The committee considers that more precise information is needed in this area in order to ensure that the Community's new citizens benefit fully from the social measures in force, without its other citizens being adversely affected. To this end, the estimated expenditure for this heading must be increased and the 'financial perspective' revised in consequence.

W. van VELZEN

(¹)The following were present for the vote: van Velzen, chairman, De Vitto, vice-chairman, Barros Moura, vice chairman, Hadjigeorgiou, rapporteur, Cramon-Daiber, van Dijk, McMahon, Megahy, Menrad, Nianias, Nielsen, O'Hagan, Onur (for Buron), Salisch, Sandbaek, Suarez Gonzalez, and Zeller.

OPINION

(Rule 120 of the Rules of Procedure)

of the Committee on Regional Policy and Regional Planning
for the Committee on Budgets
Draftsman: Mr Arturo ESCUDER CROFT

At its meeting of 29 and 30 October 1990 the Committee on Regional Policy and Regional Planning appointed Mr Arturo ESCUDER CROFT draftsman.

At that meeting it considered the draft opinion.

At the same meeting it adopted the conclusions as a whole with one abstention.

The following were present for the vote: Waechter, chairman; Escuder Croft, draftsman; Anger (for Staes), Calvo Ortega, Cushnahan, Da Cunha Oliveira, David, Izquierdo, Maibaum, Melis, Musso, Ortiz Climent, Pack and Rosmini.

INTRODUCTION

1. The Committee on Regional Policy and Regional Planning has been asked to prepare an opinion for the Committee on Budgets on the Proposal for the amendment of the Interinstitutional Agreement of 29 June 1988 on budgetary discipline and improvement of the budgetary procedure as a result of German unification.
2. The aim of this revision, the second of 1990, is to allow for the additional expenditure required by German unification. The Committee has already delivered an opinion on the Interim report drawn up on behalf of the Temporary Committee to consider German Unification on the European Community (Doc. A3-183/90/C) and more recently, also for the Temporary Committee, on the draft proposal for a Council Regulation concerning the activities of the Structural Funds in the territory of the former German Democratic Republic (COM(90) 400/22 final). The views expressed in these two opinions must therefore determine the position taken on the Revision of the Financial Perspective.
3. The Committee has already stated that Community measures to promote social and economic regional development should strictly respect the following two criteria:
 - (a) the regions which at present benefit from the Funds and the Community's lending instruments should not be adversely affected either with respect to eligibility or the total amounts guaranteed until the end of 1993 by the Structural Funds legislation and the Community support frameworks;
 - (b) the structural policies must be fully implemented in the former GDR from the moment of unification.
4. In Mr Harrison's opinion on the legislative proposal the Committee did not seek to modify the Commission's forecast of the additional financial needs which amount to ECU 3000 million over the period 1991 to 1993. In the absence of firm statistics on the socio-economic situation in the former GDR it is clear that a certain amount of guesswork is involved. In this respect the Committee has no objective criteria on which to challenge this amount. It is roughly proportionate with that accorded to other less-prosperous Member States.
5. Similarly the 900 Mecu revision required in 1991 and the 1000 Mecu in 1992 (at 1991 prices) are roughly proportionate to the total envelope. Experience has shown that even where need is great a fairly long period is required until funds begin to be fully used. The Commission has not indicated the likely breakdown between the structural funds. This will be determined in the Community Support Framework but it must be assumed, in the light of the acute lack of infrastructure that the ERDF will be accorded the largest part of the aid.
6. It is estimated that about 70 per cent of the population of the former GDR lives in regions of 'industrial decline' and will therefore be covered by Objective 2, the remainder being covered by other objectives, notably 1 and 5b. In other Objective 2 regions in the Community about 70 per cent of aid under the structural funds is derived from the ERDF.

CONCLUSIONS

7. The Committee on Regional Policy therefore concludes that the proposal for a revision of the Financial Perspective is consistent with the legislative proposals that it has already approved and with the conditions set in its previous opinions - notably the absolute necessity that the appropriations for the new German Lander be additional and that the commitment to a doubling of the structural funds for the existing beneficiaries be totally respected, and can therefore be approved.

8. It may be, however, that decisions are taken in the course of the 1991 budgetary procedure, in the light of international developments, which increase the appropriations in the regional sector of the budget and require a consequent revision of Category 2 or Category 4 of the Financial Perspectives. In these circumstances the Committee on Regional Policy and Regional Planning would expect the Committee on Budgets to include the necessary modification in the negotiations with Council and Commission relating to the present revision.

OPINION

of the Committee on Women's Rights

Letter from the chairman of the committee to Mr von der VRING, chairman of the Committee on Budgets

Brussels, 31 October 1990

Subject: Proposal for the amendment of the Interinstitutional Agreement of 29 June 1988 on budgetary discipline and improvement of the budgetary procedure as a result of German unification (SEC(90) 1780 final)

Dear Mr von der Vring,

At its meeting of 31 October 1990 the Committee on Women's Rights considered the above subject and adopted the following conclusions:

- At its meeting of 13 September 1990 the Committee on Women's Rights adopted two amendments to the Commission proposal for a Council regulation concerning the activities of the Structural Funds in the territory of the former German Democratic Republic - legislative package 7 - (COM(90) 400 final - PE 144.197/Am.).
- At its meeting of 19 September 1990 it adopted its opinion on the living and working conditions of women in the GDR and the implications for a united Germany in the EC (PE 143.484/fin.).

It is calling for:

1. transitional measures so the people of the former GDR, particularly women, may benefit from Community education and vocational training programmes from 1 January 1991;
2. appropriations to be made available to the Structural Funds (Regional and Social Funds) to alleviate the social repercussions of unification on women in the former GDR, who will most probably be the first victims of rising unemployment;
3. schemes for retraining and further training geared to the new market economy with safeguards for the former GDR's child-care system, which offered a place to every child;
4. support for the former GDR's efforts in the field of public health, possibly leading to a Community exchange programme for hospital, technical and medical staff;

5. Parliament to be kept informed on the way in which the funds allocated are spent by the Commission;
6. an increase of 90 m ECU under Heading 2 (Structural operations) and of 10 m ECU under Heading 4 (Other policies).

Yours sincerely,

(sgd) Christine CRAWLEY

The following took part in the vote: Crawley, chairman; Domingo Segarra, vice-chairman; Belo, Bjørnvig, Daly, Hadji Georgiou, Hermans, Lenz, Lulling, Peijs, Pollack, Ranzio-Plath (for Maibaum), Schmidbauer (for Gröner), Van Hemeldonck (for Dury) and Vayssade.

OPINION

of the Temporary Committee to consider the impact
of the process of German unification on the European Community

for the Committee on Budgets

Draftsman: Mr Alan DONNELLY

At its meeting of 5 October 1990, the Temporary Committee to consider the impact of the process of German unification on the European Community appointed Mr Alan DONNELLY draftsman.

It considered the draft opinion at its meeting of 8 October 1990.

At that meeting it unanimously adopted the conclusions thereof as a whole.

The following took part in the vote: Fernandez-Albor, chairman; Veil, first vice-chairman; Donnelly, draftsman; Brok, Desama (for Bettiza), Junker (for Wettig), Menrad (for Zeller), Pirkel, Roth-Behrend, Tindemans, von Wechmar and Welsh.

1. The Commission of the European Communities recently submitted two proposals to update the financial perspective¹. The first proposal concerned financial assistance for those countries most affected by the Gulf crisis, Egypt, Jordan and Turkey, amounting to 1.5 billion ECU, 750 million of which were payable by the Community. That proposal only refers to 1991. The second proposal was made subsequent to German unification and authorizes additional expenditure of 1010 m ECU in 1991 and 1110 m ECU in 1992.

2. Only the second proposal falls within the remit of the temporary committee. Below, the draftsman will consider the Commission's proposals in the order of the category of expenditure of the financial perspective and set out a few general observations.

		1991 ²	1992
<u>CAT. 1. EAGGF-GUARANTEE</u>	current amount	33 000	37 750
	increase	-	-

3. According to the Commission, agricultural expenditure as a result of German unification may amount to more than 1 bn ECU in 1991 and in 1992. A corresponding increase in the financial perspective is not held to be necessary given available reserves. The draftsman deduces from this that the economic situation on the agricultural markets is such as to allow for the financing of expenditure on behalf of the former GDR without reducing the expenditure on behalf of other Community regions. Under the circumstances, the draftsman fully shares the Commission's budgetary discipline concerns.

		1991	1992
<u>CAT. 2 STRUCTURAL OPERATIONS</u>	current amount	14 054	15 598
	increase	+ 900	+1 000

4. In the absence of reliable statistics, authorized expenditure under the Structural Funds has been estimated at an overall 3 bn ECU for the period 1991-1993, of which 900 m ECU in 1991, 1000 m ECU in 1992 and 1100 m ECU in 1993. The financial perspective is therefore increased. During the debates in the temporary committee no new factors were brought up to challenge this estimate. The draftsman would point out that the amounts in this category of expenditure constitute not only an expenditure ceiling but also an objective to be attained in terms of transfer of resources. The fact that the Commission indicates an additional expenditure of 25 m ECU on set-aside measures, without increasing the expenditure ceiling, does not however confirm the latter principle.

		1991	1992
<u>CAT. 3. POLICIES WITH MULTIANNUAL ALLOCATIONS</u>	current amount	2 516	2 820
	increase	-	-

5. Despite its forecast of additional expenditure of 60 m ECU in 1991 and 100 m ECU in 1992 on the research framework programme, the Commission does not propose any increase in the expenditure ceiling since there is a reserve of 250-300 m ECU below the ceiling. This approach appears to contradict the agreements concluded during the legislative conciliation procedure on the

¹ Annexed to the Interinstitutional Agreement on budgetary discipline and improvement of the budgetary procedure - OJ No. L 185, 15.7.1988, p. 36

² All amounts in m ECU

framework programme when the Commission and Parliament agreed to use those amounts to cover the priorities set by Parliament but insufficiently honoured by the Council in the decision on the first framework programme (PE 140.048).

6. Before taking a decision on the amounts deemed to be necessary, the draftsman would like a progress report from the Commission on research in the former GDR. The draftsman has a strong impression that the proposed appropriations will hardly provide the stimulus sought for research activities in relation to the former GDR.

		1991	1992
<u>CAT. 4. OTHER POLICIES</u>	current amount	4 255	4 823
	increase	+ 100	+ 110

7. With these appropriations, the Commission intends to cover:

- urgent action on the environment, priority being given to short-term projects connected with protecting the air and water and the elimination of waste;
- a boost to the THERMIE Programme (technical innovation in the energy sector) and a particular effort concerning nuclear safeguards and energy savings;
- specific measures concerning telecommunications, public contracts and statistics;
- an extension of programmes for young workers, Youth for Europe, PETRA, COMETT II, ERASMUS, LINGUA and FORCE;
- in the transport sector, the Commission foresees substantial infrastructure requirements, but only in the long term;
- a programme for modernizing and restructuring the fishing fleet; assumption of the GDR's international fishing agreements and relatively limited expenditure on market intervention and maritime surveillance;
- a special effort in the field of information.

8. On other policies not listed above, an expenditure as a percentage of the East German GNP (2%) is provided for, i.e. 10 m ECU per year, whereas for the listed policies, that will involve an increase of almost 7%. It is not very clear which sectors come into consideration, but there can hardly be any doubts that other priorities will emerge. Accordingly, restructuring of the iron and steel industry might require much more substantial initial funding than is currently provided for in the ECSC budget. We cannot exclude the possibility of a contribution from the EEC budget. Apart from the fisheries sector, the Commission gives no information as to the impact of the international agreements concluded between the former GDR and the COMECON countries, some of which have been taken over by the Community.

9. In paragraph 62 of its resolution of 12 July 1990, Parliament called for 'an overall assessment of the impact produced by the integration of the GDR revenue and expenditure in the Community budget, with particular reference to the effects on CAP mechanisms, the resources required from the other structural funds and the costs deriving from the EEC's assumption of the GDR's commitments in the trade and fisheries sectors'. In the absence of these statistics, the draftsman doubts that the proposed amounts constitute an appropriate Community contribution to some of its citizens living through a manifest economic and social crisis.

10. The draftsman is astonished, finally, that, according to the present proposals, German unification would have no financial impact on external policies (development, Mediterranean, Eastern Europe) which are also covered by this category of expenditure. Any reduction in such expenditure would be contrary to Parliament's earlier opinions.

		1991	1992
<u>CAT. 5. REPAYMENTS AND</u>	current amount	4 559	3 936
<u>ADMINISTRATION</u>	increase	(+50)	(+50)

11. This category, too, involves an estimate in proportion to the increase in Community GNP but the Commission is certain that 'the proposed amounts are not sufficient to meet existing obligations' (paragraph 5). The amounts indicated may be offset by a reduction in repayments to Member States for disposal of agricultural stocks, and the increase in administrative expenditure remains below the ceiling for this category of expenditure. The draftsman leaves it to the Committee on Budgets to assess the value of the statements.

REVENUE

12. The Commission gives no information in these proposals concerning the impact of unification on revenue. In its communication (COM(90) 400), the Commission estimated it at 1500 m ECU. We are forced to draw the conclusion that the Commission's proposals may lead to a situation where revenue from the former GDR is greater than the expenditure on those regions.

THE 1990 BUDGET

13. The Commission proposes no revision of the financial perspective or the 1990 budget. When 'provisional measures' were adopted in September 1990, it stated that German unification would have no impact on the general budget of the Communities for 1990. Nonetheless, as from 3 October 1990, the citizens and territory of the former GDR are an integral part of the Community and its policies.

14. The EAGGF Guarantee Section only pays its 'advances' two months after payment at national level, and part of the expenditure on agriculture is covered from the German budget; nevertheless, there are four weeks left to cover in 1990. An ad hoc decision has been proposed to adapt the Structural Funds to German unification but, apparently, most of the other programmes are applicable to the former GDR without any new decision. Eligible projects may, therefore, be submitted as from 3 October 1990. This also constitutes a logical consequence of the fact that the Community already receives revenue from the former GDR (with a similar delay of two months). On the basis of the 1500 m ECU referred to above, one month's revenue amounts to 125 m ECU.

15. It may be claimed that total revenue and expenditure remains marginal in relation to the total volume of the budget and that adequate reserves are available to cover them. The draftsman continues to believe, however, that a historic event such as German unification merits a more transparent and more correct budgetary treatment.

THE ECONOMIC CONTEXT

16. The draftsman is amazed at the Commission's view that there are no grounds for making a technical adjustment to the financial perspective to take account of the increase in Community GNP. The Commission's argument that German unification will have no more than a marginal impact on inflation rates does not appear to be shared by the Committee on Economic and Monetary Affairs. As regards the impact on GNP growth rate, deemed to be marginal in these proposals, the Commission set out in its communication dated April 1990 (COM(90) 751) its forecast of an average 0.5 per cent growth for the entire Community. The parameters adopted last spring for the technical adjustment of the financial perspective are therefore being questioned.

THE LEGAL BASIS

17. On grounds of creative budgeting which are barely comprehensible to anyone who is not a budgetary specialist, the Commission has chosen Article 4 of the Interinstitutional Agreement as the legal basis for its proposal. This article refers to a global revision of the Interinstitutional Agreement as a whole and requires for its approval, and in accordance with the Council interpretation, a unanimous vote of the Council delegations.

18. The choice is astonishing since the proposal does not in fact amend the text of the Interinstitutional Agreement, but only the financial perspective annexed thereto. For the revision of that annex, Article 12 provides for a procedure requiring a qualified majority of the Council and Parliament. What is more, this article has been applied for previous revisions of the financial perspective as well as for the revision involving additional amounts for the Gulf States which is being undertaken in parallel with this one. The revision required as a result of German unification also remains well within the 0.03 per cent of GNP referred to in Article 12 of the Interinstitutional Agreement.

19. The choice of Article 4 as the proper legal basis is all the more astonishing since Article 9 of the Interinstitutional Agreement lays down that: 'Each year, the Commission will update the perspective ahead of the budgetary procedure for year $t + 1$, making technical adjustments to the figures in line with movements in gross national product (GNP) and prices.'

20. The incorporation of the GDR in the Community represents an increase of 2 per cent in the basis of GNP, according to the Commission. Article 9 of the Interinstitutional Agreement would appear to authorize that increase to be reflected in the various expenditure ceilings by means of a simple Commission decision. The technical incorporation of these latest 2% would itself result in an increase equivalent to that proposed by the Commission. If account is also taken of a cautious estimate of the impact on inflation and the rate of GNP growth in the remainder of the Community, we easily attain an amount equivalent to the anticipated additional revenue.

21. It is true that the technical increase of the financial perspective makes it theoretically possible to increase the ceiling in Category 1 (EAGGF Guarantee Section). In the draftsman's opinion, the technical increase in the financial perspective must, however, go hand in hand with a revision based on Article 12 to determine the allocation of the additional appropriations to the various categories of expenditure. In so doing, the two arms of the budgetary authority will have to ascertain whether there is unanimity within the Council for a similar revision of the agricultural guidelines laid down by a separate

Council decision on budgetary discipline. Should this not be the case, the appropriations could be concentrated on other sectors where requirements are more extensive and reserves much less extensive or even non-existent.

CONCLUSIONS

22. The temporary committee hereby submits to the Committee on Budgets the following considerations with a view to a decision by Parliament on the adjustment or revision of the financial perspective. It :

- (a) welcomes the fact that the Commission has accompanied its legislative proposals on the integration of the former GDR into the Community by a proposal to increase the amounts in the financial perspective; insists, however, on the other request set out in its resolution of 12 July 1990 for a more detailed analysis of the financial impact in several sectors;
- (b) recalls the principle set out in the fourth indent of paragraph 6 of the European Parliament's resolution of 12 July 1990 whereby 'Community financial assistance to help in the process of adaptation must not be at the expense of the Community's present commitments to its disadvantaged and peripheral countries and regions, and to the developing world, and welcomes the declarations by the EC and both German Governments to that effect;
- (c) notes with concern that this principle may well be jeopardized, on the basis of the following information :
 - the increase proposed in the financial perspective is lower than that of anticipated additional revenue,
 - no increase is proposed for Category 3 (policies with multiannual allocations) and the modest increase in Category 4 (other policies) may well set expenditure on behalf of the GDR and urgent requirements in other sectors of internal and external policies in competition with one another;
- (d) emphasizes that the Commission has chosen as the legal basis of its proposal Article 4 of the Interinstitutional Agreement which requires unanimous approval in Council; calls on the Committee on Budgets to ascertain whether that article constitutes an appropriate legal basis, since Article 9 of the Interinstitutional Agreement would provide for at least an equivalent increase through a simple Commission decision designed to make a technical adjustment of the financial perspective to the Community's increased GNP, a decision which must be accompanied by a revision of the financial perspective based on Article 12 of the Interinstitutional Agreement in order to allocate the additional appropriations to the various categories of expenditure;
- (e) is amazed that no revision of the financial perspective or the budget is proposed for the 1990 financial year although the Community will be responsible for an increase in its population and territory over a period of three months.

