REPORT
drawn up on behalf of the Committee on Budgets

on the proposal from the Commission of the European Communities to the Council (Doc. 1-937/82 - COM(82) 727 final) for a regulation instituting a special energy development programme

Rapporteur: Mrs C. BARBARELLA
By letter of 22.11.1982, the President of the Council of the European Communities consulted the European Parliament on the proposal from the Commission of the European Communities to the Council for a Council Regulation instituting a special energy development programme.

The President of the European Parliament referred this proposal to the Committee on Budgets as the committee responsible and to the Committee on Energy for an opinion.

At its meeting of 29 November 1982, the Committee on Budgets appointed Mrs Barbarella rapporteur.

At its meeting of 7 December 1982, it considered the proposal from the Commission and the draft report and decided to recommend that Parliament should approve the Commission's proposal with the following amendments.

The committee also adopted the motion for a resolution in its entirety by 20 votes in favour with 1 against and 2 abstentions.

The following took part in the vote: Mr Lange, chairman; Mr Notenboom, vice-chairman; Mrs Barbarella, vice-chairman and rapporteur; Mr Adonnino, Mr Barbagli, Mrs Boserup, Lord Douro, Mr Fich, Mr Gouthier, Mr Helms (deputizing for Mr Croux), Mrs Hoff, Mr Robert Jackson, Mr Ed. Kellet-Bowman, Mr Lega, Mr Louwes, Mr Newton Dunn, Mr Nord (deputizing for Mr Rossi), Mr Pfennig, Mr Price, Mr Saby, Mrs Scrivener and Mrs Wieczorek-Zeul (deputizing for Mr Arndt).

The opinion of the Committee on Energy and Research is attached to this report.
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The Committee on Budgets hereby submits to the European Parliament the following amendments to the Commission's proposal and motion for a resolution, together with explanatory statement:

1. Proposal for a Council regulation (EEC) instituting a special energy development programme

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Amendment No. 1

The title of the proposal for a regulation to read as follows:

Proposal for a Council regulation (EEC) instituting a special energy development programme
Amendments
tabled by the
Committee on Budgets

Text proposed by
the Commission of the
European Communities

Preamble and recitals unchanged

Amendment No. 2

Add a new recital as follows:

Whereas this need exists in all
the Member States and whereas the
proposed programme must be seen
as the start of a Community
policy in the fields of research,
the development and demonstration
of energy technologies and energy
efficiency,
Amendments
tabled by the
Committee on Budgets

Article 1 to read as follows:

A common action for the diversification of energy resources is hereby established, beginning with a first programme financed in the Federal Republic of Germany.

Article 2(1) to read as follows:

1. The programme referred to in Article 1 shall be implemented by means of financial assistance for the implementation of new projects and measures associated with Community policy in the fields of research, the development and demonstration of energy technologies and energy efficiency.

Article 2(2) to read as follows:

2. These new projects and new measures...
shall be submitted to the Commission together with all the information necessary in order to assess whether they serve the objectives of the Community policy with which they are associated and comply with the eligibility criteria laid down in Article 3.

Text proposed by the Commission of the European Communities

shall be submitted to the Commission together with all the information necessary in order to assess whether they serve the objectives of the Community policy with which they are associated and comply with the eligibility criteria laid down in Article 3.

Article 2(3) unchanged

Amendment No. 6

The first paragraph of Article 3 to read as follows:

The new projects or new measures shall be eligible for a financial contribution by the Community provided they are financed by public authorities and fulfil the following criteria:

Article 3, first paragraph:

The projects or measures shall be eligible for a financial contribution by the Community provided they are financed by public authorities and fulfil the following criteria:

Amendment No. 7

Article 3(a) to read as follows:

(a) they must serve the objectives of the Community's energy policy, as defined by the Community institutions;

Article 3(a)

(a) they must serve the objectives of the Community's energy policy;

Article 3(b) unchanged

Article 3(c) unchanged
Amendments
tabled by the
Committee on Budget

Amendment No. 8

Add the following new paragraph
to Article 3

Particular consideration should be
given to the objectives set out in the
three following Community programmes,
which have been endorsed by
Parliament:

- the exploitation of alternative
  energy sources, energy savings and
  the substitution of hydrocarbons;
- the liquefaction and gasification
  of solid fuels;
- the rational use of energy.

Amendment No. 9

Article 4(1) to read as follows:

1. Under this Regulation, the
Commission shall examine the new
measures and new projects submitted to
it by the Federal Republic of Germany
and shall refer them for information
to Parliament and the Committee
referred to in Article 7.

Amendment No. 10

Article 4(2)(a) to read as follows:

(a) the new projects and new measures
meriting Community assistance in the
light of the criteria laid down in
Article 3;

Article 4(1)

1. Under this Regulation, the
Commission shall examine the
measures and projects submitted to
it by the Federal Republic of Germany
and shall refer them for information
to the Committee referred to in
Article 7.

Article 4(2)(a)

(a) the projects and measures
meriting Community assistance in the
light of the criteria laid down in
Article 3;
Amendments
tabled by the
Committee on Budget

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Amendment No. 11

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Article 4(2) (b) to read as follows:

(b) the amount of the Community's financial assistance within the limits of the appropriations available.

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Amendment No. 12

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Article 4(3) to read as follows:

3. The Community's financial contribution may not exceed 70% of annual public expenditure for each new project or new measure for its execution.

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Article 4(4) unchanged

Article 5(1) unchanged

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Amendment No. 13

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Article 5(2) to read as follows:

2. As soon as the decision referred to in Article 4(2) has been taken, the Commission shall make a payment of 50% of the amount of the Community contribution decided upon in the light of the appropriations available.

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Amendment No. 14

Article 5(3) to read as follows:

3. The payment of the 50% balance shall be effected immediately after the exhaustion of the payment referred to in paragraph 2, as certified by the Government of the Federal Republic of Germany, and at the latest before the end of 1983, provided that the implementation of the new project or new measure proceeds as planned.

Amendment No. 15

Article 6(1) to read as follows:

1. The Commission shall ensure that each new project or new measure is implemented in accordance with the provisions of this Regulation, with those adopted in implementation thereof and with those of the Regulations adopted pursuant to Article 209 of the Treaty. To this end, the Federal Republic of Germany shall make available to the Commission all the information requested and shall take all steps with regard to new Community-assisted projects and new measures to facilitate such supervision as the Commission may consider appropriate.

Article 5(3)

3. The payment of the 10% balance shall be effected immediately after the exhaustion of the payment referred to in paragraph 2, as certified by the Government of the Federal Republic of Germany, and at the latest before the end of 1983, provided that the implementation of the project or measure proceeds as planned.

Article 6(1)

1. The Commission shall ensure that each project or measure is implemented in accordance with the provisions of this Regulation, with those adopted in implementation thereof and with those of the Regulations adopted pursuant to Article 209 of the Treaty. To this end, the Federal Republic of Germany shall make available to the Commission all the information requested and shall take all steps with regard to Community-assisted projects and measures to facilitate such supervision as the Commission may consider appropriate.
Amendments
tabled by the Committee
on Budgets

including on-the-spot checks made at its
request with the approval of the Federal
Republic of Germany by the competent
authorities in the Federal Republic
of Germany, in which Commission
officials may participate. The Federal
Republic of Germany shall make avail­
able to the Commission, for a period
of three years after transfer of the
balance referred to in Article 5(3),
all supporting documents or certified
copies thereof relating to expend­
iture.

Article 6(2)  unchanged
Article 7  unchanged
Article 8(1)  unchanged

Amendment No. 16

Article 8(2) to read as follows:

2. The representative of the
Commission shall submit drafts of
decisions to be taken. The Committee
shall deliver its opinion on the
drafts, which shall not be binding,
within a time limit which the
Chairman may fix according to the
urgency of the questions under consider­
ation. An opinion shall be adopted by
qualified majority in accordance with
Article 148(2) of the Treaty.

Text proposed
by the Commission of the
European Communities

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request with the approval of the Federal
Republic of Germany by the competent
authorities in the Federal Republic
of Germany, in which Commission
officials may participate. The Federal
Republic of Germany shall make avail­
able to the Commission, for a period
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balance referred to in Article 5(3),
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iture.

Article 6(2)  unchanged
Article 7  unchanged
Article 8(1)  unchanged

Article 8(2)

2. The representative of the
Commission shall submit drafts of
decisions to be taken. The Committee
shall deliver its opinion on the
drafts within a time limit which the
Chairman may fix according to the urgency
of the questions under consideration.
An opinion shall be adopted by qualified
majority in accordance with Article 148(2)
of the Treaty.
Amendment No. 17

Article 8(3) to read as follows:

3. Following consultation of the Committee, the Commission shall adopt decisions which shall apply immediately.

(Delete the rest of the paragraph)

Amendment No. 18

Article 9 to read as follows:

The Federal Republic of Germany, in agreement with the Commission, shall take steps to ensure that suitable publicity is given to the financial assistance granted under this Regulation.

Article 9

The Federal Republic of Germany, in agreement with the Commission, shall take steps to ensure that suitable publicity is given to the assistance granted under this Regulation.
### Amendment No. 19

**Article 10 to read as follows:**

The Commission shall report to the Council and to the European Parliament every six months on the implementation of this Regulation.

To enable Parliament to exercise fully the powers assigned to it by Article 206 of the Treaty, relating to the granting of a discharge to the Commission in respect of the implementation of the budget, the Commission shall monitor and verify:

- overall costs;
- administrative criteria for the management of Community expenditure and finance;
- commitments and payments of expenditure made and their rate of implementation;
- all the factors determining the Community's financial contribution, with regard to both overall programmes and individual projects.

**Article 11 unchanged**
MOTION FOR A RESOLUTION

on the proposal for a Council regulation (EEC) instituting a special energy development programme.

The European Parliament,

A having regard to the proposal from the Commission of the European Communities to the Council (COM(82) 727 final),

B having been consulted by the Council (Doc. 1-937/82)

C having regard to the joint declaration by the European Parliament, the Council and the Commission on various measures to improve the budgetary procedure,

D having regard to the report of the Committee on Budgets (Doc. 1-998/82) and the opinion of the Committee on Energy and Research,

E having regard to the result of the vote on the Commission's proposal,

1. Is severely critical of the Commission for having agreed once again to propose measures for national compensation outside the context of any specific commitment by the Council to develop the common policies provided for in the mandate of 30 May 1980;

2. States that this is the last occasion on which it will be able to approve measures for national compensation and then only on condition that they are placed in the context of existing policies;

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1 OJ No. C194, 28.7.1982
3. Is therefore able to accept the proposal for a regulation only if it is radically amended so that it will:
   (a) cease to be a partial measure in favour of one Member State and become the first step towards the implementation of a coherent Community policy on research, the development of energy technologies and the rational use of energy;
   (b) finance new projects and new measures for rationalization of the use of energy in conformity with the objectives set out in the Community programmes for the diversification of energy resources;
   (c) harmonize the procedures for participation by the Community in such projects with those normally laid down for Community intervention, in particular as regards the principles for financing, the payment of advances and the control of implementation of the actual projects;
   (d) delete from the regulation any indication of specific amounts in order to safeguard the full significance of the budgetary procedure as confirmed in the inter-institutional declaration of 30 June 1982;

4. Asserts further that the expenditure implemented on the basis of these proposals, by its very nature and as a result of its inclusion in Title VII of the budget, must of necessity be classified as non-compulsory;

5. Calls for the conciliation procedure provided for by the 1975 agreement to be opened, if the Council intends to depart from the amendments to the proposal for a regulation adopted by Parliament;

6. Instructs its President to forward to the Commission and Council, as Parliament's opinion, the Commission's proposal as voted by Parliament and the corresponding resolution.
EXPLANATORY STATEMENT

Introduction

1. As an inevitable consequence of the institution of a temporary system of compensatory measures in favour of one Member State, the Commission is submitting a proposal for the introduction of a special energy development programme in the Federal Republic of Germany, together with its new provisions for extending the supplementary measures in favour of the United Kingdom.

The measures concerned are a result of Germany's unwillingness to contribute to the new compensatory provisions in favour of one Member State, the United Kingdom, to an extent exceeding 50% of its usual contribution to the financing of Community activities.

The proposal now submitted to Parliament is therefore further evidence of the imbalance which inevitably results from a system of national compensation without any Community character.

2. The draft regulation also leaves considerable doubts as to whether its provisions would really be temporary, as it is difficult to imagine that Germany will agree to pay a full contribution towards a reinforcement of the compensatory measures for the United Kingdom in future years.

This last remark is confirmed by the latest initiatives taken by the Commission, which has already proposed a further extension of the compensation for the United Kingdom for the years 1983, 1984 and, possibly, 1985 (COM(82) 767 final of 17.11.82).

These proposals follow press reports of Germany's unequivocal opposition to the extension of the compensation policy in favour of the United Kingdom, stating firmly that the 1982 compensation should not constitute a precedent for any future strengthening of the current 'temporary' provisions.
3. The Committee on Budgets notes that an important factor in creating the present situation (which cannot be accepted without severe criticism from Parliament) has been the Commission's weak response in the mandate conferred on it by the Council on 30 May 1980 which attributed a central place in the Community's programmes to the development of the Community's own policies and the need to avoid the occurrence of situations unacceptable to any one of the Member States.

The implementation of the mandate of 30 May 1980 has now been compromised still further by the Commission's new proposals in favour of the United Kingdom and Germany.

These new proposals represent a disturbing source of imbalance, not so much because they are designed to introduce or extend measures in favour of a single Member State, but rather, and above all, because, in presenting the proposals to the Council and to Parliament, the Commission has failed to link them to the need to meet the essential requirement of tackling at the same time and with an equally firm commitment, the problem of the revitalization and increased scale of present and future Community policies.

The Commission has thus created a situation whose premisses and consequences will be unacceptable unless Parliament is able to restructure totally the provisions under consideration and bring them back within a logical, Community framework.

4. In the specific instance of the proposal to institute a special energy development programme, the Council's recent decision on the 1983 draft budget as amended and modified by Parliament, will further aggravate the situation.

In this context, Parliament had proposed a series of coherent measures - supported by moderate budgetary proposals - for the development of Community policy in the fields of research, energy and the rational use of energy.

The Council rejected these proposals and retained, though only in part, Parliament's initiative for establishing a Community energy-saving programme, while at the same time submitting the proposal for a regulation under consideration here in response to the latter's requests during the budget procedure, though with the substantial difference that these requests are to be met by a programme in favour of a single Member State.
The Council's initiative was also aided by the acquiescence of the Commission which was slow to draw attention to the mass of contradictions which the Council has inevitably transformed into nothing less than a special strategy.

5. The mention of these distortions shows how important it is that Parliament should remedy unacceptable situations, if possible by resolutely imposing its own solutions, by virtue of the budgetary powers assigned to it by the Treaty.

It is perfectly legitimate for Parliament to proceed in this manner, especially as - let it not be forgotten - the basis for the legislative measures proposed is an exclusively financial one: the budget savings achieved during the 1982 financial year.

6. Before examining the proposed regulation, it should be stressed that, according to the conclusions of the Council of Foreign Affairs Ministers of 26 October 1982, the special energy development programme is to be implemented in 1983. If this is the case, it is difficult to see why the provisions for its financing and legal execution should be made in 1982.

These doubts are increased by the fact that, according to the conclusions of the Council of 26 October 1982, the measures in question should be financed from surpluses from budgets previous to that of 1982. One cannot but wonder if there is not an element of dishonesty in such a statement, given that, under the existing Financial Regulation, a decision on the use of surpluses from a preceding budget can only be taken with the full participation of the two arms of the budgetary authority.

The proposal for a regulation

7. The arguments developed above show that, unless they are brought within an overall Community planning framework, the measures in favour of the Federal Republic of Germany will be based on considerations very different from those indicated in the explanatory memorandum and recitals to the proposal, which justify the need for the legal provisions concerned mainly in terms of the requirements of energy policy.
Parliament can certainly welcome the energy development programme, but on condition that:

- it is part of a Community policy to rationalize, improve and reduce energy requirements;

- it is not a simple measure of financial compensation - whether on a Community scale or not - and is not in favour of a single Member State;

- it is used, as a consequence of the above stipulation, to finance new programmes and projects.

8. Given the above considerations, the Committee on Budgets can agree to the special energy development programme being implemented in Germany, but this must be on the clear understanding that the programme represents an initial application of a wider and more permanent Community energy policy, and not a 'one-off' measure in favour of a single Member State.

The inclusion of the programme in favour of Germany within a framework of this type is made all the more essential by the fact that the legislative proposal in question is based on Article 235 of the Treaty, which provides for the possibility of action by the Community, where this is necessary in order to attain one of the objectives of the Community.

This requirement means that it is also necessary to add further principles to the criteria already laid down in the proposal for a regulation as conditions for the use of Community finance, which are as follows:

Projects or measures must:
- serve the objectives of the Community's energy policy;
- be compatible with other Community policies;
- not give rise to distortions of competition.

The Committee on Budgets feels compelled to call for the criteria for the granting of finance to be supplemented by the energy policy principles contained in:
(a) Parliament's resolution of 29 October 1982 on:

- the exploitation of alternative energy sources, energy savings and the substitution of hydrocarbons;
- the liquefaction and gasification of solid fuels;

(b) in particular, the proposal for a regulation from the Commission, under consideration by Parliament, concerning the payment of financial incentives in support of categories of investment in the rational use of energy (COM(82) 357 final of 14.9.1982).

9. The regulation should also be made compatible with a respect for Parliament's budgetary powers, as defined by the Treaties and by the recently concluded interinstitutional agreements of 30 June 1982. This means that the paragraph in Article 4 fixing the amount of the Community's financial contribution at 210 m ECU should be deleted.

The exact amount of the Community's financial contribution, which the Committee on Budgets does not intend to challenge, should be fixed, not in the context of a legislative proposal for a special energy development programme, but in the context of the 1982 budget.

10. The inclusion of this figure in the proposal for a regulation is no more than a pretext. It is difficult to believe that the inclusion of a sum of 210 m ECU in a legislative proposal rather than in the budget would represent a firmer guarantee of the Community commitment given by the Council's decisions of 26 October 1982.

If this were the case, it would mean that, contrary to all the legal premisses on which it is based, the budgetary procedure would have less legal and financial force than individual legislative provisions. This in turn would mean that the scope of legislative acts and of the budget would be profoundly and unacceptably distorted.
It is a matter for concern that the Commission has not adopted this approach which is one of undoubted clarity. The stance taken by the Commission is all the more disturbing for the fact that the joint declaration by the three institutions of 30 June 1982 stated unequivocally that, in order to preserve the full importance of the budget procedure, the fixing of maximum amounts by regulation should be avoided in future legislative provisions.

The deletion of the figure of 210 m ECU appears even more logical if it is remembered that Article 5(1) stipulates that the appropriations relating to the special measures should be entered in the 1982 budget, as a guarantee of the Community's commitments.

A further reason why the Committee on Budgets is unable to compromise on the need to delete the sum of 210 m ECU from Article 4 of the proposed regulation, is that since 1970, in defining the initial list of non-compulsory expenditure, the Commission and the Council have given a clear undertaking to develop this category of expenditure, notably by extending it to cover all new Community policies.

The need to classify the financing of this energy programme as non-compulsory expenditure is all the greater because it will give a Community character to a measure aimed at a single Member State.

It is evident that the Community character of this expenditure will be strengthened if Parliament participates fully in determining its quality — something which will be possible only if it is classified as non-compulsory.

11. The proposal for a regulation would have a destabilizing effect on all the Community financial policies so far adopted, because it would raise to 70% the Community's contribution to annual public expenditure by Germany on each individual project or measure in the sectors indicated.

This is a measure which could only be approved if it were to be treated as an initial provision which would then serve as a model to be applied in all the Member States. Otherwise, this percentage would only aggravate the partial character of the proposal for a regulation.
It should be borne in mind that the 1982 budget includes an article (Article 704) relating to Community energy-saving programmes, which is based on a regulation concerning the granting of subsidies for investments in the field of energy saving. These subsidies may vary between 25 and 49% of the investment and are repayable by a procedure to be laid down once the economic viability of the operation has been established, after the investment has been made (see p. 760, Vol. 78 of the preliminary draft budget for the 1982 financial year).

In any event, it should be made clear that a decision to raise the Community's financial contribution to 70% would have financial implications which would probably be unacceptable for the Community budget, limited as it is at present by the scale of the Community's own resources.

12. A further destabilizing factor in the proposal for a regulation is the stipulation that, for the first time, the payment of the bulk of the Community's contribution (90% of the amount according to the Commission) should be effected as soon as the decision on the financing of the individual projects has been taken by the Commission.

There is no need to stress the extent to which such a situation would disrupt present budgetary procedures and how unfair any regulation would be (see for example the proposal to reform the Regional Fund), which failed to establish the principle of the concomitance of the payment of the major part of the Community's contribution and the decision on that contribution, and which stipulated - as the proposal to reform the Regional Fund does at present - that regardless of the percentage they represent, payment of the advances should always be dependent on the availability of budget resources.

13. The percentage of the contribution to be paid as an advance in respect of the amount decided by the Commission should be amended for the following reasons.
An advance payment of 90% seems excessive, even bearing in mind the needs and safeguards of control, which must be an essential condition for the granting of Community finance. It is also excessive by comparison with the amounts usually laid down for other Community policies. In this connection, it should be remembered that the percentage for advance payments stipulated in the proposal to reform the Regional Fund is generally in the order of 60%.

It is worth stressing in this context that as was shown by the second report on the application of Council Regulation No. 2744/80 on supplementary measures in favour of the United Kingdom, it has been necessary to block payment of the balance of the appropriations in cases where differences have been noted between the factors determining the Community's contribution and those relating to the implementation of the projects.

In view of the above considerations, it is necessary to amend Article 5 of the proposal for a regulation.

Experience has shown that regulations governing special Community financial measures have not been strict enough in making provision for the essential financial control.

14. Articles 7 and 8 of the proposal for a regulation provide for the setting up of a Committee of representatives of the Member States; however, the powers it is proposed to give the committee would once again exceed those which Parliament is prepared to concede, given its concern to safeguard the rights and responsibilities over the implementation of the budget and of Community policies in general, assigned to the Commission by the Treaty.

It should first of all be asked whether the creation of this committee is necessary. Under normal circumstances, the measures in question should, as outlined above, fall within the framework of a wider Community policy on energy sources and should be examined by the committee responsible for energy questions. The proposal to set up an ad hoc committee should therefore be deleted.
Even if the creation of such a committee were appropriate, it would still be necessary to delete the provisions proposed in Article 8(3), as they are based on a principle to which Parliament has been opposed for years — that of allowing the Commission to defer application of its decisions and refer them back to the Council for consideration, when these decisions do not coincide with the opinions of the abovementioned committee.

15. In order to fulfil the requirements of control, essential to the proper functioning and sound management of the financial resources, Article 10 needs to be amended so as to ensure that provision is made at both the planning and implementation stage for a careful evaluation of:

- overall costs;
- administrative criteria for the management of Community expenditure and finance;
- commitments and payments of expenditure made and their rate of implementation;
- all the factors determining the Community's financial contribution, with regard to both overall programmes and individual projects.

Finally, in order to keep Parliament constantly informed of the financing and execution of the projects, provision must be made for the essential details of the files relating to the decisions and reports on finance to be forwarded to the Assembly.
Opinion of the Committee on Energy and Research

The Chairman,

Dear Mr Chairman,

At its meeting of 2 and 3 December 1982 the Committee on Energy and Research jointly considered:

- the proposal for a Council Regulation instituting a special energy development programme (Doc. 1-937/82 COM(82) 727 final.)

and

- the proposal for a Council Regulation amending EEC Regulation No. 2744/80 establishing supplementary measures in favour of the United Kingdom (Doc. 1-936/82 - COM(82) 728 final.).

It reached the following conclusions:

1. The Committee on Energy and Research is basically in favour of any research project or energy programme within the framework of endeavours to achieve the Treaty objectives.

2. After consideration of both documents together with the supplementary and amending draft budget No. 2/1982 (Doc. 1-930/82 - COM(82) 715 final.) it reached the conclusion that the measures intended belong to the spheres of energy and research but for reasons other than those given, although the background is a general political one. The Committee does not consider these measures appropriate and does not regard them as compulsory items of expenditure.

3. However, there is nothing to suggest that energy and research programmes for the whole Community on the lines of the ideas and procedures set out in both documents could not be developed, but these would need to be set out more clearly. The Committee stresses above all that it should be informed of such plans in good time so as to enable it to influence them.

Yours,

(sgd)

Hanna WALZ