

# COMMISSION OF THE EUROPEAN COMMUNITIES

COM(83) 143 final

Brussels, 16 March 1983

## COMMUNICATION FROM THE COMMISSION TO THE COUNCIL

on Structures and Procedures  
for the Common Policy in the Field of  
Science and Technology

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## SUMMARY

With the new R&D strategy for the 1980's in mind [COM (81) 574] the Commission is proposing to the Council that the structures and procedures relating to the common policy in the field of S/T be adapted and modified.

The Commission, on the basis of the following principles,

- multiple and interdependent consultation,
- reconciling the political, scientific and technical, and financial examinations,
- streamlining procedures.

makes these proposals:

- 1) to set up Higher Policy Committee for Science and Technology (HCST) with the task of helping the Council to take a decision on the Framework Programme for Community Scientific and Technical activities [COM (82) 865] and upon sectoral action programmes. The HCST would replace CREST and the specialised groups responsible to the Council.
- 2) to equip itself with a consultative system to help it in implementing and managing community RD&D activities as well as in the coordination of RD&D activities in corresponding fields; to this end it proposes to set up, for each field of activity a Management and Coordination Consultative Committee (CGC).

The CGCs would replace the subcommittees of CREST as well as the Advisory Committees on Programme Management (ACPMs) and the Concerted Action Committees (COMACs).

Communication from the  
Commission to the Council on Structures and Procedures  
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1. In the light of experience gained since 1974 and bearing in mind the new strategy established for the 1980's [COM(81) 574] and especially the institution of a framework Programme for Community scientific and technical activities for the period 1984 - 1987 [COM(82) 865 final], the Commission now proposes to the Council that the structures and procedures relating to Community R&D be modified and adapted.
2. The Commission considers that, on the basis of the work undertaken by the ad hoc group which the Council asked it to convene on 8 March 1982, there are three basic principles which must be adhered to if the requirements of the new R&D strategy are to be met:

- I. The principle of multiple and interdependent consultation

The Community institutions must be able to avail themselves of advice not just from government experts but also of those independent experts of recognised authority within the field of Science and Technology and finance; to be effective it is important that there be a fair degree of correlation between the various consultations so that an overall view of the problems posed at the preparation, decision and implementation stages of the R&D policy can be gained.

- II. The principle of reconciling the political, scientific and technical and financial examinations

Once the necessary consultations have been carried out, the Commission takes on responsibility for preparing and putting forward the Framework Programme and the action programmes. The Council and the Parliament then take up the responsibilities which are theirs.

At every stage of implementing the R&D policy it is important that coherence and complementarity be assured as between the proposed community activities and

- national R&D policies
- the Community's scientific and technical objectives
- the 'own resources' which can be used.

### III. The principle of streamlining procedures

The European Council at its Copenhagen meeting of 3 and 4 December 1982, and the Research Minister's Council of 8 February 1983 recommended that Community procedures be streamlined.

3. The aim of the proposals below is thus to:

- streamline and rationalise the structures and procedures relating to Community R&D;
- to provide the greatest possible expertise, via a direct and constant contact between Community institutions and:
  - representatives of scientific circles,
  - those responsible for national R&D policies, both at conceptual and management level.

4. The new strategy and the Framework Programme are a continuation of the line delineated on 14 January 1974 by the Council resolution on the coordination of national policies and the identification of activities in the Field of Science and Technology possessing a community interest<sup>1</sup>.

5. The Commission has identified four main functions which have to be fulfilled in order to implement the community policy in the field of Science and Technology:

- identifying the Community S/T objectives and adopting the Framework Programme for Community RD&D activities,

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1. See O.J. C7, 29.1.74

- Defining and choosing those RD&D activities <sup>1</sup>, corresponding to the objectives of the Framework Programme which are to be implemented on the basis of specific decisions.
- Implementing and managing RD&D activities,
- Evaluating and utilizing <sup>2</sup> the results of RD&D.

IDENTIFYING SCIENTIFIC AND TECHNICAL OBJECTIVES AND ADOPTING THE  
FRAMEWORK PROGRAMME

6. The objectives are proposed by the Commission on the basis of long term forecasting study on the one hand, and an assessment of the Community's priority short and medium term needs on the other. These objectives are adopted at political level by the Community institutions and reviewed at regular intervals (every two years for example). To establish these objectives the Commission has available to it;
  - the results of the FAST <sup>3</sup> programme,
  - the opinions of its scientific advisers, of CODEST <sup>4</sup> and CORDI <sup>5</sup>.
7. To be certain of achieving the objectives which have been established the Commission must ensure that there is coherence between Community and national activities; to this end therefore it must have access to information and forecasts which only the Member States possess.

Apart from consultation with the Parliament and the Economic and Social Committee, adopting the Framework Programme presupposes that the Council avails itself as appropriate of an opinion from the national authorities responsible for implementing RD&D policies. The Commission therefore suggests that a Committee be set up (the HCST) with terms of reference as defined at § 14.

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1. The term RD&D activities includes 'action programmes' which bring together all the different community operational arrangements (cf. COM (82) 865 final). This new method of presentation and management will gradually replace the methods in use up to now.
  2. See Commission Communication (OM (83) 18 dated 3.3.83
  3. FAST forecasting and Assessment in the field of Science and Technology, Council decision of 25.7.78 (OJ L 225 of 16.7.78).
  4. CODEST Committee for the European Development of Science and Technology, set up by Commission decision of G.12.82 (OJ L350 of 10.12.82).
  5. CORDI: Industrial Research and Development Committee set up by Commission decision of 29.1.78 (OJ L 203 of 17.7.78). The mandate and composition of this committee will, however, need to be reviewed to make sure that there is more expertise of a specifically industrial character.

#### DEFINING AND CHOOSING RD&D ACTIVITIES

8. Once the Framework Programme was approved the Commission would consult the Scientific and Technical experts whom it considered most apt, with a view to putting forward proposals as to the RD&D activities to be undertaken. In order both to fulfil its remit of identifying priority themes or fields of activity where Community RD&D action should take place, and to ensure that there is the required degree of catalysis so far as national efforts are concerned, the Commission would see to it that the exercise in which national RD&D policies are confronted was carried out on a permanent basis.
9. When it came to identifying and preparing the RD&D activities which are to be undertaken the Commission would seek the opinion of scientific, technical and industrial advisers and those with a knowledge of employment problems so as to be sure that the choices made were appropriate given the needs discerned both at national and at Community level. The advisers would be brought together in consultative committees (CGC's), whose terms of reference are set out in § 17.
10. So far as specific programme decisions are concerned, the Parliament and the Economic and Social Committee would give their opinion on Commission proposals. The Council itself would in the same way take the views of the HCST as a basis.

#### IMPLEMENTING AND MANAGING COMMUNITY RD&D ACTIVITIES

11. The Commission would retain responsibility for managing community activities:
  - JRC programmes,
  - Shared cost actions,
  - Concerted or coordinated action,
  - Demonstration projects.

Bringing the activities together in the framework of action programmes would bring about stronger cohesion especially so far as the management of the action programmes was concerned, something which would also imply

a greater degree of attention to scientific and technical opinions. These would be formulated by the CGCs.

12. As to the JRC, the administrative council whose establishment was proposed in the communication of 24 February 1983<sup>1</sup> would assist the Commission in carrying out the JRC programme along the lines set out in that communication.

#### EVALUATION OF RD&D RESULTS

13. The evaluation of results has only partly been tackled up to now; as a result the Commission formulated certain proposals which were put to the Council on 19 January 1983<sup>2</sup>. According to these proposals, the results of evaluation exercises would have to be taken into account at the preparation stage of proposals for activities or the definition stage for scientific and technical objectives. The Commission proposes using independent experts to evaluate the results and to involve the Parliament and the Court of Auditors in this activity in a dynamic manner. In a separate communication to the Council and the Parliament<sup>3</sup> the Commission proposed that the utilisation of the results of Community R&D should be carried out in a way that was separate from but parallel to the evaluation of the results proposed here.

#### NEW STRUCTURES

##### HCST

14. To assist the Community institutions during the decision phases both of the FRAMEWORK PROGRAMME and the RD&D ACTIVITIES, the Commission proposes that the responsibilities currently divided up between CREST and various working groups attached to the Council should be brought together into a Higher Policy Committee for Science and Technology (HCST).

The basic idea is to streamline procedures by bringing all the responsibilities together into one very high level consultative body (see Annex 1).

The terms of reference of this committee would be:

- to collaborate in making preparations for Council decisions about the Framework Programme,
- to make the preparations on COREPER's behalf for specific decisions on all aspects of RD&D activity (including budgetary) and of the Community's cooperation with non-member states and/or international organisations, once the Framework Programme is approved and on the basis of proposals from the Commission; since in most cases this would be a matter of

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1. COM (83) III
2. COM (83) I
3. COM(83)18

translating priority intentions as expressed by the Council in the Framework Programme into Community activities, these decisions would not call for a debate at ministerial level and could be taken in point 'A'.

15. The Committee would be responsible to the Council; it would be up to Member States to ensure that it contains all the partners in Community RD&D who are responsible for national science and technology policy and who are competent to deal with the budgetary and economic aspects of concern to the Community. It would indeed be necessary to make sure that, in the spirit of the Framework Programme, the Scientific and Technical policy was integrated with other Community Policies. Each Member State would nominate one permanent member and two deputies <sup>1</sup>. Bearing in mind the variety of the tasks to be taken on by the Committee it would need to meet every month for example at permanent member level and as often as necessary in the most appropriate form to make preparations for the specific work of Council bodies.
16. The Chairmanship of the HCST would be assumed by the Member State exercising the Council presidency. The Secretariat would be undertaken by the Council General Secretariat; if it was so desired and in the same way as was envisaged for CREST in the Council resolution of 14.1.74. Scientific and Technical experts from the Commission could assist the General Secretariat.

#### CGCs

17. Since RD&D activities would be progressively rearranged the Commission proposes that to assist it in its function of managing each action programme, the responsibilities which until now have been split up between CREST's sub-committees, the ACPMS and the COMACs <sup>2</sup> should be brought together in Management and Coordination Consultative committees (CGC's) covering each field of activity <sup>3</sup> (See Annex 2).

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1. If given the complexity of the task, Member States would prefer to nominate two permanent members, the Commission would see no great difficulty in their doing so.
  2. ACPM: Advisory Committee on Programme Management, helping the Commission in the management of shared cost contract actions  
COMAC: Concerted Action Committee assisting the Commission in the coordination of concerted action.
  3. In most cases these fields of activity shall correspond to action programmes which are to be proposed to the Council.

The Commission therefore proposes to wind up all existing CREST sub-committees, the Advisory Committees on Programme Management (ACPMs) and the Concerted Action Committees, as well as most of the working groups active in the field of Science and Technology, (see Annex 3)<sup>1</sup>. To this end it proposes that the Council resolution of 18 July 1977 on ACPMs be annulled<sup>2</sup>. So that the continuity of activities may be assured the winding up of the Committees would not take effect until such time after adoption by the Council of the decisions attached in the Annex as may be decided.

18. The CGCs would have as their particular duties:

- to keep the Commission informed about the Scientific and technical aspects of RD&D in the fields which they cover;
- to make suggestions about the coordination efforts which might be undertaken between Member States with a view to promoting and improving the efficacy of RD&D in the fields they cover; to perform the exercise confronting national RD&D policies in fields of interest to the Community on a permanent basis and provide the Commission with the relevant information;
- to take part, at the Commission's request and once the scientific and technical objectives had been chosen, in the identification and selection of themes or activities which could be the subject of Community RD&D activities;
- to advise and assist the Commission in the implementation of community programmes for the evaluation and exploitation<sup>3</sup> of results gained. The Committees could meet for this purpose composed in ways which corresponded to the specific activities, with a special view to helping the Commission in its management duties.
- to formulate, at the Commission's request, opinions as to any cooperation that may be envisaged with non-member states and/or international organisations in specific fields which they cover.

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1. On 14.3.83 the Council approved demonstration projects for 1983 in the energy field. One of the issues to be examined when carrying out these projects will be to do with consultative structures. In the light of discussions which took place on this Communication, it would be expedient to investigate whether the consultative structures specific to demonstration projects should be adapted.
  2. O.J. C 192 of 11 August 1977
  3. Questions related to the utilization of results would be dealt with by an intersectoral committee to be set up by the Commission of a "horizontal" nature to be established at a later date

19. The CGC's would be responsible to the Commission, and each would contain at most three representatives of each Member State and the Commission <sup>1</sup>. Member State representatives would be nominated by the Commission in agreement with Member States; they would be chosen according to their competence as recognised by European Scientific, Technological and Industrial circles, and their activities within national research systems, as well as the degree of their acquaintance with national scientific and technical policies in their fields: the terms of office would be for four years, and would be renewable. The MCCs would be chaired by a chairman elected from their members by a majority of two thirds of members present. The Secretariat would be provided by the Commission in close liaison with the Chairman.

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1. In certain cases (COST type I and II actions for example) these committees could be enlarged on an ad-hoc basis to include representatives of non Member States in order to examine particular activities.

Opinions and reports from the CGCs would be sent to the Commission who would in turn pass them on to the Council and Parliament.

20. The following MCCs would need to be established immediately :

- Industrial technology (except ECSC steel research),
- Information technology (including automatic translation),
- Biotechnology,
- Raw and other materials
- Non nuclear Energy (except ECSC coal research),
- Health and Safety
- Environment,
- Development Aid
- Linguistic problems (including automatic translation).

This list would be reviewed progressively in the light of new programme decisions which the Council may eventually take.

For all questions related to nuclear energy the Commission would as in the past, consult the Euratom Scientific and Technical Committee (CST) envisaged in article 134 of the Treaty, which over and above the functions set out there would also act as a Management and Coordination Committee for Community RD&D activities in the Nuclear Fission Field<sup>1</sup>. However, for questions relating to fusion the Commission would still consult the Fusion Programme Consultative Committee (CCPF), set up by Council decision of 16 December 1980. At the same time, in the Coal and Steel field, the Commission would take advice from the "Research" sub committee of the ECSC Consultative Committee in accordance with article 18 of the ECSC Treaty. Insofar as Agriculture was concerned, finally, the Commission would call upon the Permanent Committee on Agricultural Research set up by Council regulation of 27 June 1974.

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1. This would require a change in the Committee's rules of procedure.

21. It would be the Commission's role to make sure that all the necessary liaison took place between CGCs and certain other Committees - such as CIDST<sup>1</sup> or CODEST - and to put a report on the activities of the MCCs before the Council on an annual basis.

The Commission would also keep the Unions and Industrial Circles informed as to the design, the implementation and the results of RD&D programmes by means of periodic information meetings.

22. The Commission considers that the system of structures and procedures would, through these proposals, become more suited to the requirements of the new strategy.

It is confident that, should Member States wish to rationalise Community procedures, they would be keen to send the people most qualified to undertake the duties that will befall them to be members of the various committees both insofar as their competence is concerned and as regards the responsibilities which they could undertake.

In conclusion, the Commission requests the Council to approve the draft Resolution and Decision which are put forward as an Annex to this communication at its earliest convenience.

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1. CIDST Scientific and Technical information documentation committee established by Council resolution on 24 June 1971

Draft Council Decision of  
dealing with Structures and Procedures for decision making  
in the field of Science and Technology

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The Council of European Communities,  
Having regard to the Treaties establishing the European Communities,  
Having regard to the Commission's draft,  
Having regard to the opinion of the European Parliament  
Having regard to the opinion of the Economic and Social Committee  
Having regard to the Resolution published on 14 January 1974 dealing  
with the coordination of national policies and the identification of actions  
of interest to the Community in the field of science and technology<sup>1</sup>.  
Whereas the Heads of State or of Government, at their meeting in Copenhagen  
on 3 and 4 December gave the Commission the task of streamlining the procedure  
whereby current and future Commission proposals in the realm of research,  
innovation and energy were adopted;  
Having regard to the Communication from the Commission to the Council  
dated 21 December 1982 putting forward a European Scientific and Technical  
Strategy (Framework Programme 1984-1987);  
Whereas it is vital, if the request of Heads of State and of Government  
are to be met, as it is if the strategy proposed by the Commission is to  
be implemented, that the consultation and decision structures and  
procedures be reorganised with a view to achieving greater efficacy in  
Community institutions and, in particular, a rationalisation of the  
existing system;

1. OJ C7 of 29.1.74

HAS DECIDED AS FOLLOWS

Article one

To assist it in the accomplishment of the tasks which fall to it in the field of Science and Technology, a Higher Policy Committee for Science and Technology, hereinafter known as the "HCST" is hereby established.

Article two

Without prejudice to the functions of the Committee provided for in article 4 of the Treaty of 8 April 1965 establishing one Council and one Commission for the European Communities, the task of the HCST shall be to collaborate in making preparations for Council decisions so far as the Framework Programme for community scientific and technical activities, and the consequent specific research development and demonstration activities are concerned, including scientific and technical cooperation between the European Communities, non member States and international organisations.

Article three

The HCST shall be made up of representatives of the Member States. Each Member State shall nominate one permanent and two deputy members. Each member may, if he thinks fit, be accompanied by experts when it comes to the examination of particular items.

Article four

The HCST shall be chaired by a representative from the Member State exercising the Presidency of the Council; the Secretariat shall be undertaken by the General Secretariat of the Council.

Article five

The HCST shall establish its own rules of procedure, and these shall be submitted to the Council for approval.

Article six

Article 2, 3, 4, 5 and 6 of the Councils resolution of 14 January 1974 are repealed.

Done at Brussels,

For the Council

Draft Council Resolution of                    dealing with  
Structures and Procedures for the Management and Coordination  
or Community Research Development and Demonstration activities

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The Council of the European Communities,  
Having regard to the Treaties establishing the European Communities,  
Having regard to the Commission's draft,  
Having regard to the opinion of the European Parliament,  
Having regard to the opinion of the Economic and Social Committee,  
Having regard to the Resolution published on 14 January 1974 dealing  
with the coordination of national policies and the identification of actions  
of interest to the Community in the field of science and technology <sup>1</sup>;  
Whereas the Heads of State or of Government, at their meeting in Copenhagen  
on 3 and 4 December gave the Commission the task of streamlining the procedure  
whereby current and future Commission proposals in the realm of research,  
innovation and energy were adopted;  
Having regard to the Communication from the Commission to the Council  
dated 21 December 1982 putting forward a European Scientific and Technical  
Strategy (Framework Programme 1984-1987);  
Whereas it is vital, if the request of Heads of State and of Government  
are to be met as it is if the strategy proposed by the Commission is to  
be implemented, that the Management and Coordination structures and  
procedures be reorganised with a view to achieving greater efficacy in  
Community institutions and, in particular, a rationalisation of the  
existing system;

Whereas the Treaty setting up the European Coal and Steel Community provided,  
in article 18, for the establishment of a Consultative Committee;  
Whereas the treaty setting up the European Atomic Energy Community provided,  
in article 134, for the establishment of a Scientific and Technical Committee.

1. OJ C7 of 29 January 1974

Having regard to the COUNCIL regulation of 17 June 1974 dealing with the coordination of agricultural research and in particular article 7<sup>1</sup> setting up a Permanent Committee on Agricultural Research;

Having regard to the COUNCIL decision of 16 December 1980 as to the establishment of a Fusion Programme Consultative Committee;

Whereas the responsibilities of these Committees shall not be undermined;

1. OJ L 182 of 5.7.74

HAS DECIDED AS FOLLOWS

Article One

Without undermining the procedures already provided for in the treaties, Management and Consultative Committees, hereinafter known as CGC and responsible to the Commission are hereby established to assist it in its task of defining and preparing research, development and demonstration activities on the one hand and in its management and coordination functions related to the implementation of the Community scientific and technical strategy on the other.

Article two

A CGC shall be associated with each action programme, bringing all community research, development and demonstration activities in any one sector together. The duties of the CGCs shall be:

- to keep the Commission informed, at the latter's request, about scientific and technical issues in the fields they cover;
- to suggest what coordination activities could be undertaken between Member States so far as science and technology are concerned in order to promote and improve the efficacy of scientific research and technological developments in the fields they cover; to undertake the exercise confronting national scientific research and technological development programmes in those fields of interest to the Community on a permanent basis to this end, and to provide the Commission with the information arising from this confrontation.
- to help the Commission, at its request, in the identification and selection of those themes or actions which should be the subject of Community research development and demonstration activities, on the basis of the Scientific and Technical objectives selected in the Framework Programme.
- to advise and assist the Commission in the management of Community research, development and demonstration programmes. The Committees shall be able to compose themselves in any way appropriate to their duties.
- to formulate, at the Commission's request, opinions as to any scientific and technical cooperation which may be envisaged between the European Communities, non member states and/or international organisations in the specific fields which they cover.

Article 3

CGCs shall be composed of, at most, three representatives of each Member State and the Commission. The representatives of Member States shall be nominated by the Commission in agreement with their governments. Their term of office shall be four years renewable.

Article four

Each CGC shall be chaired by a chairman elected from the members by a majority of two thirds of those present; the Secretariat shall be provided by the Commission.

Article five

The Commission shall ensure that all necessary liaison between the CGCs takes place. The opinions and reports emanating from CGCs shall be passed to the Council and the Parliament by the Commission as required.

Article six

The Council resolution of 18 July 1977<sup>1</sup> relating to Advisory Committees on Programme Management is hereby repealed. However, these Committees as well as concerted Action Committees created by the Council through decisions relating to research and development programmes currently under way shall continue to fulfil their functions for a period not exceeding 3 months.

Done at Brussels

For the Council

1. OJ C 192 of 11.8.77

## A N N E X

List of CGCs set up by this decision:

- Industrial technology (except ECSC steel research)
- Information technology (including automatic translation)
- Biotechnology
- Raw and other materials
- Non nuclear energy (except ECSC coal research)
- Health and Safety (except ECSC hygienic safety)
- Environment
- Development aid
- Linguistic problems (including automatic translation)

This list shall be reviewed as and when the Council takes new programme decisions.

LIST OF SCIENTIFIC AND TECHNICAL COMMITTEES  
TO BE DISSOLVED

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I. GENERAL POLICY COMMITTEES

- Scientific and Technical Research Committee (CREST)

II. COMMITTEES BY SECTOR

1. New Energies and Energy Conservation

- CREST Energy
- Solar Energy (ACPM)
- Energy Conservation (ACPM)
- Hydrogen (ACPM)
- Geothermal Energy (ACPM)
- Systems Analysis and Modelling (ACPM)

2. Nuclear Energy

- Light Water Reactor Safety Research (Working Group n° 2)
- Reactor Safety (ACPM)
- Decommissioning of Nuclear Power Plants (ACPM)
- Biology - Health Protection (ACPM)
- Control of Fissile Materials (ACPM)
- High Temperature Materials (ACPM)
- Nuclear Measurements (ACPM)
- High Flux Reactors (ACPM)
- Management and Storage of Radioactive Waste (ACPM)
- Plutonium Fuels and Actinide Research (ACPM)

3. Resources

- CREST - Raw Materials R&D
- R&D Uranium (ACPM)
- Urban and Industrial Waste Recycling (ACPM)
- Metals and Mineral Substances and recycling of non ferrous metals (ACPM)
- Substitution and materials technologies (ACPM)

4. Environment

- CREST - Environment
- Treatment and Use of Sewage Sludge (COMAC)
- Analysis of organic Micropollutants in Water (COMAC)
- Physico-chemical Behaviour of atmospheric Pollutants (COMAC)
- Environment and Resources (ACPM)
- Climatology (ACPM)
- Aid to maritime traffic (COMAC)

5. Medecine

- CREST - Medical Research Committee (CRM) (General COMAC)
- Applied Biology (COMAC)
- Biomedical Engineering (COMAC)
- Health Services (COMAC)
- Epidemiology (COMAC)

6. Competitive Economic Development

- CREST - R&D Informatics
- CREST - Training in the field of Informatics
- Informatics (ACPM)
- Reference Materials and Methods (BCR) (ACPM)
- Effects of Processing on the physical Properties of Foodstuffs (COMAC)
- Ad hoc expert group in remote sensing from space

7. S/T activities of benefit to developing countries

- Tropical Agriculture (ACPM)
- Medicine, Health and Nutrition in the tropics (ACPM)

III. HORIZONTAL COMMITTEES

- CREST - Statistics
- Scientific and Technical Training (ACPM)
- Forecasting and Assessment in the field of Science and Technology (FAST) (ACPM)
- Automatic translation EUROTRA (ACPM)