



Basic information	
2004/2168(INI) INI - Own-initiative procedure European Union and Iraq: a framework for engagement Subject 6.30 Development cooperation 6.40.05.06 Relations with the countries of the Middle East Geographical area Iraq	Procedure completed

Key players				
European Parliament	Committee responsible		Rapporteur	Appointed
	AFET Foreign Affairs		DIMITRAKOPOULOS Giorgos (PPE-DE)	13/09/2004
	Committee for opinion		Rapporteur for opinion	Appointed
	DEVE Development		MORGANTINI Luisa (GUE/NGL)	06/10/2004
	INTA International Trade		CASPARY Daniel (PPE-DE)	30/09/2004
	BUDG Budgets		The committee decided not to give an opinion.	
	Council of the European Union	Council configuration		Meetings
General Affairs		2668	2005-06-13	
General Affairs		2656	2005-04-25	
General Affairs		2637	2005-01-31	

Key events			
Date	Event	Reference	Summary
09/06/2004	Non-legislative basic document published	COM(2004)0417 	Summary
28/10/2004	Committee referral announced in Parliament		

31/01/2005	Resolution/conclusions adopted by Council		Summary
25/04/2005	Resolution/conclusions adopted by Council		Summary
13/06/2005	Debate in Council		Summary
15/06/2005	Vote in committee		Summary
20/06/2005	Committee report tabled for plenary	A6-0198/2005	
06/07/2005	Decision by Parliament	T6-0288/2005	Summary
06/07/2005	Results of vote in Parliament		
06/07/2005	Debate in Parliament		
06/07/2005	End of procedure in Parliament		

Technical information	
Procedure reference	2004/2168(INI)
Procedure type	INI - Own-initiative procedure
Procedure subtype	Initiative
Legal basis	Rules of Procedure EP 55
Stage reached in procedure	Procedure completed
Committee dossier	AFET/6/23669

Documentation gateway				
European Parliament				
Document type	Committee	Reference	Date	Summary
Committee opinion	DEVE	PE353.521	30/03/2005	
Committee opinion	INTA	PE355.436	18/04/2005	
Amendments tabled in committee		PE357.876	23/05/2005	
Committee report tabled for plenary, single reading		A6-0198/2005	20/06/2005	
Text adopted by Parliament, single reading		T6-0288/2005 OJ C 157 06.07.2006, p. 0099-0390 E	06/07/2005	Summary
European Commission				
Document type	Reference	Date	Summary	
Non-legislative basic document	COM(2004)0417 	09/06/2004	Summary	
Commission response to text adopted in plenary	SP(2005)2923	14/07/2005		

European Union and Iraq: a framework for engagement

2004/2168(INI) - 09/06/2004 - Non-legislative basic document

PURPOSE : to present a framework for engagement in Iraq.

CONTENT : This Communication responds to the 16-17 October 2003 European Council's request for a strategy for the EU's relations with Iraq and contributes to the EU Strategic Partnership with the Mediterranean and Middle East. It aims to provide a basis for discussions with the incoming sovereign Iraqi government and broader Iraqi society. It seeks to convey to the Iraqi people, who have suffered from years of successive wars, sanctions and brutal authoritarian rule, the European Union's desire to see the emergence of a secure, stable and prosperous Iraq, at peace with its neighbours and integrated into the international community.

The Communication analyses the EU's fundamental interest in seeking greater engagement with Iraq and sets out medium-term objectives for the development of EU-Iraq relations. It argues that the EU should offer a framework which allows for progressively closer EU-Iraq relations, at a pace determined by progress in the political transition and the security climate. In the light of the evolution of the situation on the ground, the EU should be ready to review its approach.

In addition to the involvement of a number of EU Member States in providing security in Iraq, the EU's efforts since the war in 2003 have focused on providing humanitarian relief and political and financial support to launch the reconstruction process. In early 2003, the EC set aside EUR 100 million for the European Community Humanitarian Office (ECHO) to provide humanitarian aid to Iraq; EU Member States pledged more than EUR 731 million. Following adoption of UNSC Resolution 1483 on 22 May 2003, the EU lifted its sanctions against Iraq. The Madrid donors conference held on 23-24 October 2003 launched the multilateral effort to assist Iraq's reconstruction. At the conference the EU as a whole pledged over EUR 1.25 billion, including the EC contribution.

The paper lays down the following objectives for the development of EU-Iraq relations and discusses them:

- The development of a secure, stable and democratic Iraq, with a parliament and a government, elected on the basis of a constitution that guarantees respect for human rights and fundamental freedoms of the Iraqi population as a whole.
- The establishment of an open, stable, sustainable and diversified market economy and society as a basis for human security, economic growth, employment generation and poverty reduction, with resources used to promote equitable economic and social development.
- Iraq's economic and political integration into its region and the open international system.

The paper goes on to present a framework for progressive engagement in three phases: immediate actions (Phase I), post-elections (phase II) and medium-term (phase III).

Phase I - This involves EU support for elections, informal political dialogue, supporting institutional capacity-building in the justice and security sectors, encouraging positive engagement on the part of Iraq's neighbours, efforts to reach a coordinated view on debt and related economic policy conditionality, GSP trade preferences and on-going implementation of humanitarian and reconstruction assistance.

Phase II - This phase will open the way for further cooperation and dialogue with Iraq in a number of fields. In addition to activities launched in Phase I, initiatives could include the following: further EU contribution to rehabilitation and reconstruction, formal political dialogue and joint working groups in sectors of mutual interest.

Phase III envisages the appointment of a democratically elected government and the adoption by Iraq of a new constitution and elections for an executive and legislature should allow for the EU to normalise relations with Iraq. In this phase, the Communication discusses negotiations for a bilateral agreement, assistance for economic diversification and poverty reduction, the creation of a regional framework, sustained assistance for the rule of law, democratisation and human rights, and European Investment Bank lending.

The paper emphasises that its recommendations will need to be kept under constant review and adapted to the circumstances as the situation evolves on the ground. The Council of Ministers is invited to consider these recommendations with a view to the European Council sending a clear signal concerning the EU's commitment to strengthening its relations with Iraq in the framework of UNSCR 1546 and to help lay the foundations for a secure, stable, democratic and prosperous Iraq, at peace with its neighbours and its region, and a full and active member of the international community.

European Union and Iraq: a framework for engagement

2004/2168(INI) - 06/07/2005 - Text adopted by Parliament, single reading

The European Parliament adopted a resolution based on the own-initiative resolution drafted by Giorgos **DIMITRAKOPOULOS** (EPP-ED, EL) and called for a UN peace-keeping force in Iraq. (Please see the summary of 15/06/2005.) The resolution was adopted by 345 votes in favour, 109 against and 167 abstentions. Parliament said that the outbreak of the war in Iraq was an unfortunate substitute for a political solution aimed at fostering political change and democratisation in that country. However, it expressed the need to move on from past events and to look towards the future. Parliament was greatly concerned over the deteriorating security situation in Iraq since the end of combat operations was declared on 1 May 2003. It hoped that the lessons learned from the Iraq war would lead to more multilateral, democratic and results-oriented conflict management worldwide in the future.

The overall turnout of the first elections was a major achievement that showed the conviction of the Iraqi people to determine their own independent future by democratic means. Parliament noted that a large part of the Sunni minority did not participate in the elections and members of other minorities, such as Assyrians and Turkmens, were prevented from voting. Parliament called on the Iraqi authorities to guarantee the participation of

these minorities in forthcoming elections. The new Constitution must recognise the ethnic, national, religious and property rights of the Assyrians as well as their right to play an integral part in the new Iraq.

Parliament said that EU reconstruction aid should be aimed at providing basic services such as primary healthcare, education, clean drinking water and proper sanitation and work actively with the Iraqi authorities in the fight against terrorism.

The EU should promote a new UN Security Council Resolution on Iraq with a view to assessing the situation, enhancing the stabilisation process and

-setting out guarantees for a greater commitment by, and a leading role for, the United Nations,

-providing for decision-making regarding the replacement of foreign troops in Iraq by a UN peace-keeping force, particularly since all political parties running for election asked for the withdrawal of foreign troops, and since some of the countries participating in the war have now withdrawn or decided to withdraw their troops, on the basis that any decision regarding the withdrawal of foreign troops is to be progressively implemented in accordance with a clear timetable,

-providing for consideration of the participation in training Iraqi armed forces and police forces by countries not taking part in the war.

Parliament moved on to urge protection of the fundamental rights of Iraq's largest group of Internally Displaced Persons (IDPs), the Marsh Arabs, whose treatment by the regime of Saddam Hussein was particularly brutal and tragic. There must be a long-term solution to the question of IDPs in southern Iraq, including the right to return to the land and water that the Marsh Arabs have farmed and fished for over 5000 years. In this context, Parliament supported the development in the new Iraq of human rights policies which have at their core the restitution of property illegally stolen by the previous regime.

Parliament insisted that any substantial contribution by the EU to the reconstruction of Iraq should not be to the detriment of assistance to other countries or regions. It expressed surprise that the funds allocated to reconstruction are being partly administered by the World Bank Trust and not entirely by the United Nations. The fact that, to date, the World Bank Trust has only utilised a minute proportion of the funds set aside is a matter of concern.

Finally, Parliament stated that one of the essential conditions for the reconstruction and development of the Iraqi economy is for Iraqis to exercise full control over the country's natural resources and to use the revenue from the sale of petroleum in such a way as to ensure that it is reinvested in Iraq. Given the possibility of a significant Iraqi contribution to the Union's security of energy supply and the potential for the EU and Iraq to mutually benefit from increased Iraqi production of oil and natural gas, a level playing field for investment and regulatory convergence in the energy sector are factors of major interest to both the EU and Iraq.

European Union and Iraq: a framework for engagement

2004/2168(INI) - 13/06/2005

The Council was briefed by the Luxembourg Presidency, the High Representative Javier Solana and the

Commission on the EU Ministerial Troika visit to Baghdad on 9 June 2005. The Council welcomed the visit, which marks a new stage in the Union's closer relations with Iraq.

The Presidency also informed delegations of the preparations for the international conference in Brussels on 22 June. This international ministerial conference with Iraq, which is jointly organised by the EU and the United States, will provide a forum for the new Iraqi transitional Government to present its priorities, its vision and its strategy for the transitional period leading up to the next elections towards the end of the year.

It will also be an opportunity to mobilise international support for the transitional Iraqi Government and its institutions. The conference will be organised around three themes referred to in United Nations Security Council Resolution 1546:

- political process;
- the challenges of reconstruction and developing the Iraqi economy;
- public order and the rule of law.

European Union and Iraq: a framework for engagement

2004/2168(INI) - 31/01/2005

The Council adopted the following conclusions on Iraq. The Council welcomes the holding of the Iraqi national elections, in which the great majority of electors voted. It accordingly welcomes the endeavours of the Iraqi Independent Electoral Commission, its Iraqi staff, the local observers, the Iraqi interim government and the United Nations, who enabled the elections to be held within the time-limit laid down by Resolution 1546 of the UN Security Council, and notes the support given by the international community, including the European Union. The Council notes the importance of the continuing support of the European Union in the constitutional process and in the elections planned for December 2005. The Council reiterates the importance of full involvement of all sections of Iraqi society in that constitutional process.

The Council reaffirms its aim of a safe, stable, unified, prosperous and democratic Iraq cooperating constructively with its neighbours and with the international community to meet common challenges. It reiterates the European Union's commitment to contributing to the economic, social and

political reconstruction of Iraq and its support for UN activities in Iraq. In order to attain this goal, it emphasises the European Union's intention to continue implementation of the full European Union assistance programme as presented in Iraq on 5 November 2004. The Council re-states its determination to support the Iraqi authorities and people, in particular in reinforcing the judicial system and encouraging respect for the rule of law.

The Council attaches the greatest importance to the continuing implementation of the next stages laid down by Resolution 1546, in particular the formation of a transitional national assembly, whose tasks will include the formation of a transitional government for Iraq and the drafting of a permanent Constitution, resulting in the formation by 31 December 2005 at the latest of a government elected in conformity with that Constitution. The EU reaffirms its willingness to work with the Iraqi transitional government and the transitional National Assembly. If asked, it is ready to give its assistance with the constitutional process in accordance with Resolution 1546 and in full coordination with the UN.

The Council reiterates its firm condemnation of the terrorist attacks, intimidation and criminal violence against the Iraqi electors, election candidates and election workers; and of the hostage-takings and murders which have been committed in Iraq. It deplores the fact that the campaign of terrorist violence in Iraq is prolonging the suffering of the Iraqi people and hampering political progress and reconstruction in Iraq. It is pleased that all parties are committed to abiding by international law, including as regards the effective safeguarding and promotion of human rights.

European Union and Iraq: a framework for engagement

2004/2168(INI) - 25/04/2005

The Council adopted the following conclusions:

- The Council encourages the swift formation of the Iraqi transitional government as an important further step in the process of Iraq's political transition under Resolution 1546 and reiterates its willingness to work with the transitional National Assembly and the Iraqi transitional government.
- The Council reaffirms the EU's willingness to continue implementation of the full assistance programme in order to achieve the objective of a safe, stable, unified, prosperous and democratic Iraq that upholds human rights, fully exercises its sovereignty and cooperates constructively with its neighbours and with the international community. The Council also recalls the willingness of the Commission and the Member States, if asked by the Iraqis, to provide support for the constitutional process in accordance with Resolution 1546 and in full coordination with the UN.
- Equally, it reaffirms its willingness to set up with the Iraqi transitional government a political dialogue on areas of mutual interest and to develop for this purpose contacts between the European Union and Iraq, including at ministerial level. Depending on political developments in Iraq, a visit by the Troika to the elected transitional government may help deepen relations between the EU and Iraq with a view to establishing a regular political dialogue.
- Lastly, it reiterates the European Union's commitment to contribute to the economic, social and political reconstruction of Iraq and its support for the UN's activities. It reaffirms that it is prepared to organise, together with the United States, in close collaboration with Iraq and the UN, and should the new Iraqi government so request, an international conference to foster, enhance and coordinate the international community's support for Iraq during the transitional period.