Basic information

2006/2291(INI) INI - Own-initiative procedure	Procedure completed
Horn of Africa: EU regional political partnership for peace, security and development **Subject** 6.10.05 Peace preservation, humanitarian and rescue tasks, crisis management 6.40.07 Relations with African countries	

Key players

European Parliament

Committee responsible	Rapporteur	Appointed
DEVE Development	KACZMAREK Filip (PPE-DE)	03/10/2006

Committee for opinion	Rapporteur for opinion	Appointed
AFET Foreign Affairs	PORTAS Miguel (GUE/NGL)	28/11/2006
INTA International Trade	The committee decided not to give an opinion.	

European Commission

Commission DG	Commissioner
Development	MICHEL Louis

Key events

Date	Event	Reference	Summary
20/10/2006	Non-legislative basic document published	COM(2006)0601	Summary
14/12/2006	Committee referral announced in Parliament		
10/04/2007	Vote in committee		Summary
18/04/2007	Committee report tabled for plenary	A6-0146/2007	
09/05/2007	Debate in Parliament		
10/05/2007	Decision by Parliament	T6-0180/2007	Summary
10/05/2007	Results of vote in Parliament		

10/05/2007	End of procedure in Parliament		

Technical information	
Procedure reference	2006/2291(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	DEVE/6/43598

Documentation gateway

European Parliament

Document type	Committee	Reference	Date	Summary
Committee opinion	AFET	PE382.591	01/03/2007	
Amendments tabled in committee		PE386.689	29/03/2007	
Committee report tabled for plenary, single reading		A6-0146/2007	18/04/2007	
Text adopted by Parliament, single reading		T6-0180/2007	10/05/2007	Summary

European Commission

Document type	Reference	Date	Summary
Non-legislative basic document	COM(2006)0601	20/10/2006	Summary

Horn of Africa: EU regional political partnership for peace, security and development

2006/2291(INI) - 10/05/2007 - Text adopted by Parliament, single reading

The European Parliament adopted a resolution based on the own-initiative report drafted by Filip **KACZMAREK** (EPP-ED, PL) in response to the Commission communication entitled "Strategy for Africa: an EU regional political partnership for peace, security and development in the Horn of Africa". It deplored the fact that neither the European Parliament nor the parliaments of the African countries, nor the ACP-EU Joint Parliamentary Assembly, nor civil society representatives, were duly consulted at any stage in the formulation of the EU-Africa Strategy, which called into question the democratic legitimacy of the common commitment.

Security dimension: the conflicts in the Horn of Africa must be addressed through a comprehensive, conflict-sensitive, regional approach that will enable the formulation of a comprehensive response to the regional dynamics and conflict systems. The EU's action with regard to the Horn of Africa must address not only security concerns but also the structural causes of conflicts connected to social, political and economic exclusion, as well as strengthening security and justice. While addressing security concerns and pursuing counter-terrorism policies, the EU must not neglect human rights and humanitarian law, and Member States must bring to light and denounce any 'international renditions' of persons arrested in the region on suspicion of terrorism. The Council and the Commission must take resolute steps to counter impunity in the region, arms trafficking, human rights abuses, violations of ceasefires and attacks on civilians, peace-keepers and humanitarian workers, and to support the involvement of the International Criminal Court (ICC). Parliament called on the EU publicly to condemn the repressive regimes in that region, and expressed its deep concern about the repressive backlash in Ethiopia - the seat of the AU - against opposition leaders, journalists, human rights activists and ordinary people that has taken place since the rigged elections in 2005.

Peace-building regional approach: Parliament called for consolidation of the EU presence in the region through the appointment of an EU representative for the Horn of Africa, a person to be entrusted with the coordination of EU initiatives for the region to serve as the main EU interlocutor for all Horn of Africa States and submit regular reports to Parliament. It asked the Commission and the Council to start a consultation process with the other stakeholders involved in the region, namely the UN, AU, IGAD, the League of Arab States, USA and China, on the initiative of convening a Comprehensive Security, Peace and Development Conference to deal with these security concerns of all Horn of Africa States simultaneously. It strongly believed that the EU should first and foremost seek African solutions, that is, solutions to be achieved with the involvement of the regional organisations in place, AU and IGAD. However, these organisations must be strengthened through capacity and institution building, and particularly through the African Peace Facility, in terms of conflict prevention and conflict resolution. Parliament stressed the need to foster the role of national and international NGOs, Community Based Organisations, grassroots movements and other non-State actors.

Development dimension: the objective of reducing poverty by achieving the MDGs and putting the Millennium Declaration into effect must be prioritised in all relevant EU policies for the region. However, the MDGs should not be seen as a technical issue which would be resolved simply by providing more money without identifying and tackling the underlying causes of poverty. In addition to shared security problems, the States of the Horn of Africa have a common development agenda which required common efforts and the mobilisation of the political leadership and societies in these countries. Organising initiatives and regional cooperation around clearly identified issues of common concern such as refugee flows, border control, food security, natural resources, energy, the environment, education, infrastructure, arms control and gender equality would serve as a solid basis for positive political dialogue among Horn of Africa States. Parliament called on the Commission to promote better coordination among its departments and the Member States and to ensure coordination with the UN, USA, China and other international actors. Dialogue with China was emphasised, taking into consideration the fact that China had intensified its political and economic involvement in Africa, investing heavily in infrastructure and development projects in countries such as Sudan. Parliament stressed that the fight against HIV/AIDS, TB and malaria, as well as neglected diseases and female genital mutilation, must be one of the key strategies for eradicating poverty and promoting economic growth in the Horn of Africa States.

Country level: with regard to **Sudan,** Parliament called on the Council, the Commission and the Member States to make every possible effort to protect the people in Darfur from the humanitarian disaster resulting from the continuing violation of the ceasefire by all parties. It called on the Sudanese Government to prevent exactions by the Janjaweed militia, and urged the Sudanese authorities to facilitate the deployment of a joint international AU and UN force in the region. Parliament called for the implementation of the UN Security Council sanction regime by means of targeted economic sanctions, and for equipment to be made available for the enforcement of the no-fly zone over Darfur established by UN Security Council Resolution 1591. The international community must launch peace talks to improve the content of the Darfur Peace Agreement. Failure to resolve the conflict in Darfur would have serious consequences not only for the East Africa region but also for other relatively stable parts of Africa, namely Central Africa and the region of the Great Lakes.

With regard to **Somalia**, Parliament condemned foreign intervention and called on the Ethiopian Government to withdraw its army from the country. The AU peace-keeping operation in Somalia, AMISOM, should be framed within a broader political process that has a clear mandate, good capacity, clear objectives and an exit strategy. EU support for AMISOM must be conditional on the launch of an inclusive political dialogue and reconciliation by the Somali authorities, addressing the challenges of reconciliation, institution building and providing peace for the Somali people. Parliament called on the Somali TFG to rescind the state of emergency and reinstate the speaker of parliament and it considered that the Somaliland request for independence should be examined as part of the over-arching security agenda for Somalia.

On **Ethiopia,** Parliament called for pressure to be put on the Ethiopian Government to disclose the total number detained throughout the country, to allow visits by the International Committee of the Red Cross and to allow all detainees access to their families. Ethiopia must accept the demarcation and delimitation of its border as set out by the UN Boundary Commission. With regard to **Eritrea,** Parliament wanted the Eritrean Government to release all political prisoners, bring prisoners with specific charges against them to a speedy and fair trial and disclose the place of detention of all who are detained in secret prisons.

Lastly, with regard to **Uganda**, Parliament called on the Council and the Commission to facilitate the peace process in Northern Uganda, which requires all parties to the conflict to demonstrate a genuine commitment to the peace process, to respect the Cessation of Hostilities Agreement and to put an end to hostile and inflammatory propaganda.

Horn of Africa: EU regional political partnership for peace, security and development

2006/2291(INI) - 20/10/2006 - Non-legislative basic document

PURPOSE: to propose a strategy for regional political partnership for peace, security and development in the Horn of Africa.

BACKGROUND: on 20 March 2006, the European Commission outlined at the 11th Summit of Heads of State and Government of IGAD (Intergovernmental Authority on Development) an initial blue print of a strategy for peace, security and development for the Horn of Africa region (Djibouti, Ethiopia, Eritrea, Kenya, Somalia, Sudan , Uganda). This communication translates the mutual interest and political will to generate regional stability and solidarity and is the product of high-level consultations that have taken place since then, involving all the IGAD countries and other interested regional players such as the League of Arab States and Egypt.

CONTENT: the Horn of Africa is one of the most conflict-prone regions in the world as well as one of the poorest. The protracted border dispute between Eritrea and Ethiopia, the Somalia crisis and the Sudanese and Northern Uganda conflicts all have an impact on the livelihoods of millions of people moving the region away from the Millennium Development Goals' (MDGs).

This communication builds on two important Strategies already being implemented by the EU: the **'European Consensus for Development'** and the **'EU-Africa Strategy'** approved by the European Council in December 2005.

On the basis of this policy framework, the European Commission is now proposing to set up a **'Regional Political Partnership'** with the Horn of Africa, as a test case for applying the EU Africa Strategy. The main objective of the Communication is to contribute to reducing the region's instability, which is a prerequisite for reaching the MDGs. It sets out a comprehensive approach to conflict prevention in the Horn of Africa, tackling in the short to medium term the root causes of instability at both country and regional level and strengthening regional cooperation. It should guide EU external action in the region and the formulation of Country and Regional Strategy Papers.

The **main objective of the communication** is to address and reduce the region's acute instability by developing a comprehensive approach to conflict prevention in the Horn of Africa. It provides a political framework for concrete regional initiatives and programmes. It proposes a three-pronged Strategy revolving around:

1. Key country-level strategic political issues which have regional ramifications;
2. Regional cross-cutting and cross-border challenges in the Horn of Africa;
3. Effective regional political and economic cooperation and integration.

In addition, the Commission proposes **EU accompanying measures**:

- Promote information-sharing and consultation between EU Member States and EU institutions with a view to developing a shared understanding and common approaches as regards the Horn of Africa;
- maintain and develop effective use of existing EU instruments to support improved coordination and dialogue, including Troika missions, joint EU Council/Commission missions and EU Special Representatives. In particular, the EU could promote the International Partners Forum (IPF) as a forum for dialogue with IGAD;
- make full use of Article 8 of the Cotonou Partnership Agreement to facilitate and advance dialogue with key actors (national governments, regional organisations). The EU should ensure that Article 8 political dialogue will include a strong focus on regional issues, in particular the regional implications of actions by individual states;
- promote the micro and meso level of conflict prevention, management and resolution, including non-state actor structures;
- include discussion of relevant Horn of Africa issues in talks and contacts with key stakeholders in the wider African and Arab region, particularly Egypt, the Arab Gulf States, the League of Arab States and Central and East Africa;
- enhance dialogue and coordination on the Horn of Africa with the USA, Norway, Japan, Canada, Russia and China. In addition, there should be structured dialogue with the UN and relevant agencies;
- strengthen the mainstreaming of 'human security' approach including human and social rights and gender, demographic issues and the environment (water, coastal zones and forest sustainable management, desertification and adaptation to climate change) into development programmes and promote integration by the partner strategies in the Horn region;
- dovetail all EU strategies, policies and programmes geared towards countries of the Horn of Africa, to ensure that they take appropriate account of key regional and cross-cutting issues, and contribute effectively to the EU's regional political partnership for the region. In its Country Strategy Papers for the countries of the Horn of Africa, the EU should place particular emphasis on the regional context and analysis as well as an assessment of the root causes of violent conflict;
- when preparing new cooperation strategies with the Horn of Africa and IGAD, the Commission will dovetail EDF 10 country and regional strategies (2008-2013) in support of the Regional Political partnership for the Horn of Africa. Wherever feasible, this will be complemented by support from EU Member States. Governance, natural resources and food security, education and regional integration focusing on infrastructure should be the main areas of cooperation underpinning country and regional strategies.

Other measures are proposed by the Horn of Africa partners such as : (i) debate and promote the regional strategy among Member States, IGAD Secretariat and other policy organs and relevant regional players and civil society organisations in order to obtain a coordinated position and adherence on the part of all stakeholders; (ii) regional partners and organisations would have to be open to systematic dialogue at all levels on key regional challenges, e.g. governance, conflict, food security, trafficking and resource sharing, security and religious fundamentalism, and be engaged in identifying drivers of change; (iii) promote information-sharing and clarity of the respective roles of regional organisations, Horn of Africa partners, neighbouring countries and key regional stakeholders with a view to developing a shared vision; (iv) Horn of Africa countries and regional organisations would have to allocate adequate resources for the dialogue and the work programme, and operationalise the format for enhanced dialogue with the European Union; (v) Horn of Africa partners would have to address sources of conflict and promote crosssectoral cooperation such as, for example, the link between conflicts, share of natural resources, pastoralists and food security; (vi)implement relevant institutional reforms and Member States' commitments to enable the IGAD Secretariat to function adequately; (vii) review and update the IGAD strategy and complete the IGAD sectoral strategy on peace and security.

To conclude, this communication implements the Africa Strategy by introducing an EU regional political partnership for the Horn of Africa based on an analysis of the key regional dynamics and problems in the Horn region. The aim of the partnership is to promote peace, stability and development in the region. It provides a political framework for concrete regional initiatives and programmes and for structured and open dialogue between partners at all levels. Implementation of the partnership will commence in 2007 and it will be jointly reviewed after 2 years to take stock of progress in delivery of the work programme and ensure it is updated and dovetailed to the conditions prevailing in the region.