

## Parliamentary Update September 2007

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*In response to the growing interest of the European Parliament in security and defence matters, the 'Parliamentary Update' provides a short report on the latest discussions of the Committee on Foreign Affairs (AFET) and in particular of its Subcommittee on Security and Defence (SEDE) on these issues.*

### Sudan and Chad

Josep Borrell MEP (Spain, PSE), head of the European Parliament (EP) delegation to Darfur, reported to the SEDE on 11 September on the crisis in Sudan.<sup>1</sup> The delegation twice visited African Union (AU) troops in Sudan, as well as visiting Chad, and is not optimistic about the situation. Ana Gomes MEP (Portugal, PSE) added that some MEPs were uncomfortable about Commissioner Michel's apology to the Sudanese regime vis-à-vis the EU reaction to the possible expulsion of its representative from Sudan.

Borrell reported that the Nigerian Commander of the AU mission (AMIS) strongly criticised his mandate, saying "I am not a soldier I am a preacher" - essentially meaning that when the peace agreement in Sudan was violated, all he could do was write a report, but with no idea where it would be sent or who would read it. The AU force is extremely limited in equipment and resources. For example, even though AMIS has helicopters, under its present mandate it cannot use them. Borrell pointed to the inadequacy of the current mission - 6,000 soldiers to cover a territory 2.5 times size of Spain.

During discussions with the EP delegation, Sudanese parliamentarians claimed that the current AU force was ineffective because the EU was not providing sufficient funds. They also said they thought the international intervention is all a media conspiracy - a pretext for the West to intervene in Sudan as a Muslim country.

Even though the Sudanese government has now approved the UN-AU hybrid operation in Darfur (UNAMID), Borrell reported that this mission could be plagued with the same problems currently experienced by AMIS. The possible participation of the US in the hybrid force is also causing concern amongst the Sudanese. Borrell argued that without robust support from the Sudanese government, UNAMID is likely to end up being no more than an "AMIS +".

The UN has asked the EU to intervene on a temporary basis in Chad and Borrell recommended that a number of SEDE members be made privy to confidential information to enable them to provide their own opinion regarding the mandate for Chad.

Opposing opinions between the subcommittee were voiced. Whereas some pointed to the lack of a clear political objective and the unwillingness of member states to endanger their troops (Geoffrey

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<sup>1</sup> See also article in this edition of ESR, Giji Gya, 'Engaging Fragile Situations: Sudan', *European Security Review*, no. 35, October 2007.

Van Orden MEP - UK, PPE-DE), others insisted that the EU should deploy peacekeepers, and provide financial and military logistic support (Glenys Kinnock MEP - UK, PSE). Other MEPs questioned the clarity of the mandates, exit strategy and the need to look long-term beyond the current situation. [Subsequently, on 27 September, the European Parliament voted in favour of a resolution expressing support for an EU military operation in Chad (with caveats).]

Personal Representative of the Secretary General/High Representative for Parliamentary Affairs, Michael Matthiessen, told the SEDE that the 23-24 July 2007 Council GAERC Conclusions on Chad<sup>2</sup> clearly defined the ESDP mission as a bridging operation with an exit strategy, and that the EU operation in Chad would be seen in a wider regional context .

## Kosovo

On the same day, the SEDE was briefed on Kosovo by Peter Feith, Deputy Director-General for ESDP, Council Secretariat. Feith reported that the success of the EU Planning Team in Kosovo (EUPT Kosovo)<sup>3</sup> in preparing for an ESDP mission in Kosovo depended on the political outcomes from discussions this year vis-à-vis Kosovo's status, which will finish on the 10 December 2007. Yet there are high expectations of a mission going ahead and the concept of operations (CONOPS) for the future ESDP mission in Kosovo will be revisited after the political outcome. The EU is leading this process within the EU-US-Russia troika. Feith strongly iterated that Kosovo is an EU issue thus the EU must take on responsibility.

The EUPT is struggling to establish the groundwork for the 'rule-of-law' mandate partly because the future status of Kosovo is not yet clear (although the Athisaari package does provide a key base for preparation). At present, the EUPT is assisting local authorities with decentralizing the government and considering issues of local inheritance, as well as supporting development of a draft constitution and flag. Feith remarked that the EUPT is progressing in a 'neutral-status' manner.

Some MEPs were quite sceptical of the proposed Kosovo mission planning, deploring the EU's excessive concentration on an 'automatic' solution without knowing when the mission will be deployed or what lies on the political horizon. On the other hand, Ana Gomes MEP (Portugal, PSE) wanted the mission to be deployed quickly. She criticized elements of the planning process, however, noting a paucity of consultation with Kosovar women, who were upset at the exclusion of women's groups from the planning and preparation conducted by the EU and UN. This again raises the question of how seriously the EU is about implementing UN Security Council Resolution 1325 and associated Council documents (on involvement of women in peace and security<sup>4</sup>) and integrating women and implementing a gender focus. Feith replied that the Kosovo mission will fully mainstream 1325 and that the role of women in Kosovo is a very important issue, especially when the mission is focusing on the principle of local ownership.

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<sup>2</sup> Document 11914/07, 23-24 July 2007.

<sup>3</sup> For an update on Kosovo, see Thomas Zehetner, 'Waiting in the Wings - The civilian ESDP mission in Kosovo', *European Security Review*, no. 33, May 2007.

<sup>4</sup> See Giji Gya, 'The importance of gender in ESDP', *European Security Review*, no. 34, July 2007.

## Budget

Regarding the financial implications, the proposed ESDP mission in Kosovo will cost €150m, paid for from the CFSP budget. However, as the total CFSP budget is €160m, budget considerations for the entire gamut of ESDP missions will have to return to the European Parliament for revision.

Michael Gahler, draftsman for the Committee on Foreign Affairs on the draft annual budget of the EU for 2008, mentioned that ESDP missions will overrun the CFSP budget, but that the Parliament has been warning of this for years. Gahler suggested the possibility that funds of €180m under the European Neighbourhood Programme might be transferred to the ESDP budget.

## WMD and small arms

Annalisa Gianella, Solana's Personal Representative on WMD non-proliferation, spent three hours in front of the SEDE on 10 September. Unfortunately, it is not possible to report on the majority of this hearing as this was held in camera (involving discussions on Iran).

In open session Gianella reported that five new states have acceded to the Biological and Toxin Weapons Convention, three of which were as a direct result of the EU's Joint Action. The EU continued to provide assistance to states vis-à-vis their national implementation of UN Security Council Resolution 1540 (requiring states actively to tackle WMD proliferation). Non-proliferation clauses - designed to mainstream non-proliferation policies into the EU's wider relations with third countries - have now been agreed with 90 countries (although India remains a notable absentee). There was also to be a Joint Action in relation to the destruction of chemical weapons in Russia.

Gianella confirmed that there Solana was organizing a symposium on Non-Proliferation, Disarmament and Energy Cooperation on 13/14 November.<sup>5</sup> This will be at ministerial level and, in addition to all 27 EU Member States, will include the major partners of the EU, other key players as well as a number of countries representing every continent, including major representatives of the non-aligned movement (NAM). The aim of the event is to:

- ease tensions within the international regime and to facilitate a better understanding between the developing and developed countries on WMD issues,
- establish a dialogue that should lead to a strong commitment by all participants to uphold and strengthen the multilateral non-proliferation and disarmament treaty system, in order to achieve, *inter alia*, more successful NPT, BTWC and CWC Review Processes and a more cooperative attitude in, for example, export controls regimes;
- reassure all concerned that non-proliferation and modern technology cooperation, in particular in the field of energy, can - and must - go together

In the small arms area the Council had supported a seminar in the Western Balkans, a 'training of trainers' in Peru, and contributed to the destruction of weapons in Ukraine. The Council was placing emphasis on stopping the air transport of small arms, and would now be providing a list of those companies involved in such practices to Member States.

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<sup>5</sup> The full title of the symposium is: '*Addressing Strategic Challenges together: Upholding the multilateral non-proliferation and disarmament treaty system in all its components, Building trust in order to cooperate in modern technology fields, including energy*'.

## Cluster Bombs

A representative from Handicap International informed the Committee that 80 countries were now against the use of cluster bombs, and that Belgium was amongst those states that had banned them altogether. They called for greater provision to be made to assist the victims of such weapons.

Gianella said that the EU had presented a draft negotiating mandate for a legally-binding instrument at the last meeting of the states parties to the Convention on Certain Conventional Weapons (CCW). This did not imply a complete ban, as some countries continued to resist this (although Russia and China were showing greater flexibility on the issue).

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