

Re: Specials Envoys for Darfur of Other Countries
Date: 27/07/08
From: Sarah Katz-Lavigne

What are the functions of the Special Envoys to Darfur?

The U.S. Special Envoy to Sudan

- **Andrew Natsios**, the former Special Envoy, was appointed to the position by President Bush on 19 September 2006.¹
- Natsios was previously an administrator with the U.S. Agency for International Development (USAID), as well as a Professor of Diplomacy at Georgetown University.² He has also held the positions of Special Coordinator for International Disaster Assistance and Special Humanitarian Coordinator for the Sudan.³
- Natsios's role was defined to include advising the President and the Secretary of State, as well as working with Assistant Secretary Jendayi Frazer to bring peace not only to Darfur, but to the entire country.⁴

China's Special Representative to Darfur

- **Liu Guijin** was appointed as Special Representative of the Chinese Government to Darfur in May 2007, and he paid his first visit to Sudan later that month.⁵
- Mr. Guijin is the former Chinese Ambassador to South Africa.
- Duties that he has performed have included: visiting Abu Shok refugee camp (the largest in North Darfur)⁶ and inspecting food distribution there, and speaking at North Darfur State's Legislative Council.⁷
- He has stressed the importance of the "two tracks" in the Darfur peace process: ongoing efforts to encourage all of Darfur's rebel groups to take part in the peace process, and efforts to bolster UNAMID, the peacekeeping mission run under the auspices of the African Union and the United Nations.⁸
- Guijin has visited Sudan four times thus far⁹ and has emphasised dialogue with the Sudanese government, and the political process in Darfur.

The European Union (EU) Special Representative for Sudan

- **Torben Brylle** has been EU Special Representative for Sudan since 19 April 2007; his term is slated to end on 28 February 2009.¹⁰

¹ "Andrew S. Natsios, President's Special Envoy for Sudan," The White House, 16 April 2007. Date of Access: 25 July 2008. <http://www.whitehouse.gov/government/natsios-bio.html>.

² Ibid.

³ Ibid.

⁴ McCormack, Sean, "Appointment of Andrew Natsios as the President's Special Envoy for Sudan," U.S. Department of State Press Statement, 19 September 2006. Date of Access: 25 July 2008. <http://www.state.gov/r/pa/prs/ps/2006/72830.htm>.

⁵ "Roundup: China's Special Envoy Visits Sudan's Darfur," People's Daily Online (Xinhua), 23 May 2007. Date of Access: 25 July 2008. http://english.peopledaily.com.cn/200705/23/eng20070523_377228.html.

⁶ Pen, Qiang. "China's Special Envoy Visits Darfur," China Daily, 24 May 2007. Date of Access: 25 July 2008. http://chinadaily.com.cn/china/2007-05/24/content_879188.htm.

⁷ Xinhua, "Roundup: China's Special Envoy Visits Sudan's Darfur," People's Daily Online, 23 May 2007. Date of Access: 25 July 2008. http://english.peopledaily.com.cn/200705/23/eng20070523_377228.html.

⁸ Pen, Qiang. "China's Special Envoy Visits Darfur," China Daily, 24 May 2007. Date of Access: 25 July 2008. http://chinadaily.com.cn/china/2007-05/24/content_879188.htm.

⁹ Yardley, Jim, "China's envoy to Sudan defends policy on Darfur," International Herald Tribune, 7 March 2008. Date of Access: 27 July 2008. <http://www.iht.com/articles/2008/03/07/africa/darfur.php>.

¹⁰ "EU Special Representatives," The Council of the European Union. Date of Access: 27 July 2008. http://consilium.europa.eu/cms3_fo/showPage.asp?id=263&lang=en.

- Prior to his appointment as EU Special Representative, Mr. Brylle was Denmark's Ambassador to Egypt and Sudan, well as Denmark's Ambassador to South Africa, the Democratic Republic of Congo, and Equatorial Guinea.¹¹
- Mr. Brylle's work is geared towards meeting the EU's objectives "as regards efforts to achieve a political settlement of the conflict in Darfur, to facilitate the implementation of the Comprehensive Peace Agreement and to promote a South-South dialogue." It is also in Mr. Brylle's mandate to bolster the effectiveness of the EU's civil-military support to the AMIS (now UNAMID) mission in Sudan.¹²
- As of December 2007, Mr. Brylle was also put in charge of overseeing the EU's EUFOR military mission in Chad and the Central African Republic.¹³

The United Kingdom's Special Representative for Darfur

- **Mr. Alan Goulty** was appointed to the position in June 2005.¹⁴
- Mr. Goulty previously held the position of British Ambassador to Khartoum; from 2002 to 2004, he acted as the UK's Special Representative for Sudan. Mr. Goulty assisted in the negotiation of the Comprehensive Peace Agreement, which put an end to 21 years of conflict in southern Sudan.¹⁵
- Mr. Goulty's appointment fell under the rubric of the UK's desire to see a political settlement to the conflict not only in Darfur, but in the entire country.¹⁶

The United Kingdom's Special Representative to Darfur Peace Talks

- **Rod Pullen** was appointed the UK's Special Representative at the Inter-Sudanese Peace Talks on Darfur on 6 March, 2006.¹⁷
- The appointment was made as a reaction to the slow pace of the Darfur Peace Talks, which fall under the auspices of the African Union.¹⁸

Why should Canada have a Special Envoy?

- Canada's performance on Darfur has been criticised by both Senator Roméo Dallaire and Liberal MP Irwin Cotler for failing to live up to the initial promise of the "Responsibility to Protect," which Canada actually spearheaded in the international arena.¹⁹
- Additionally, Prime Minister Stephen Harper neglected to mention Darfur when he addressed the Council on Foreign Relations in New York City on 25 September 2007.²⁰

¹¹ "Curriculum vitae: Torben Brylle, EU Special Representative for Sudan," The Council of the European Union. Date of Access 27 July 2008. http://consilium.europa.eu/cms3_fo/showPage.asp?id=1238&lang=EN.

¹² Ibid.

¹³ Ibid.

¹⁴ "Press release – UK to provide £19 million support to African Union Darfur mission," Department for International Development (DFID), 13 June 2005. Date of Access 27 July 2008. <http://www.dfid.gov.uk/news/files/pressreleases/pr-darfur-mission.asp>.

¹⁵ Ibid.

¹⁶ Ibid.

¹⁷ "Rod Pullen appointed UK Special Representative to Darfur peace talks," British Embassy, Khartoum, 8 March 2006. Date of Access: 27 July 2008. <http://www.britishembassy.gov.uk/servlet/Front?pagename=OpenMarket/Xcelerate/ShowPage&c=Page&cid=1017170901437&a=KArticle&aid=1148474914630>.

¹⁸ Ibid.

¹⁹ Chan, Cindy, "Canada Urged to Take Action on Darfur Genocide: 'Responsibility to Protect' Has Fallen by the Wayside, Says Dallaire," The Epoch Times, 25 October 2007. Date of Access: 25 July 2008. <http://en.epochtimes.com/news/7-10-25/61183.html>.

²⁰ Cotler, Irwin, "Canada's responsibility to protect Darfur," National Post, 16 October 2007. Date of Access 26 July 2008. <http://www.nationalpost.com/news/story.html?id=64625b68-5254-40ed-9962-46b4a95de0f8&p=1>.

- Appointing a Special Envoy to Darfur would provide Canada with the momentum it needs to refocus its efforts in the Sudan, retake the initiative on Darfur, and live up to its reputation abroad as an international peace broker.

Canada's Special Envoy for Peace in Sudan

- **The Special Envoy to Darfur would be nothing new for Canada:** Canada previously appointed a Special Envoy to the region, Special Envoy for Peace in Sudan Senator Mobina Jaffer.²¹ Senator Jaffer held the position of Special Envoy from 2002 to 2006. During her appointment, Ms. Jaffer worked closely with Canada's Department of Foreign Affairs, as well as with Sudan and other members of the diplomatic community.²²
- Jaffer, Senator Roméo Dallaire, and Ambassador Robert Fowler, the Prime Minister's Personal Representative for Africa, were named to a special advisory team on Darfur created under former Prime Minister Paul Martin to coordinate Canada's on-the-ground efforts in Darfur.²³
- The advisory team was to provide the following: "diplomatic support" for the efforts of the African Union and other actors to bring peace to the Darfur region; support to the African Union's peace operations and peacebuilding efforts in Darfur; and humanitarian aid to the Darfuris.²⁴
- Under the Conservative Harper government, however, the advisory team was discontinued when its first term ended.²⁵

Lessons for a Canadian Special Envoy to Darfur

- Canada should appoint a Special Envoy with extensive diplomatic experience and excellent knowledge and experience of sub-Saharan Africa, and Sudan in particular.
- A Canadian Special Envoy should conduct regular visits to the Darfuri region, yet embrace a holistic Sudanese and regional approach to the conflict.

What could Canada's Special Envoy do?

There are several steps that a Canadian Special Envoy to Darfur could take to consolidate, and improve upon, Canada's current approach to the ongoing genocide in Darfur.

- **Represent Canada in international efforts on Darfur.**²⁶
 - Provide an integrated, comprehensive Canadian diplomatic approach to the crisis in Darfur.²⁷

²¹ Government of Canada, "Sudan: Canada Creates Special Advisory Team and Expands Contribution to Help Resolve Humanitarian Crisis in Darfur," ReliefWeb, 12 May 2005. Date of Access: 25 July 2008. <http://www.reliefweb.int/rw/RWB.NSF/db900SID/ACIO-6CBSBX?OpenDocument>.

²² "Senator Mobina Jaffer, British Columbia," Senate of Canada. Date of Access 27 July 2008. <http://sen.parl.gc.ca/SenWeb/bio/?lang=en&sen=59>.

²³ Government of Canada, "Sudan: Canada Creates Special Advisory Team and Expands Contribution to Help Resolve Humanitarian Crisis in Darfur," ReliefWeb, 12 May 2005. Date of Access: 25 July 2008. <http://www.reliefweb.int/rw/RWB.NSF/db900SID/ACIO-6CBSBX?OpenDocument>.

²⁴ Government of Canada, "Sudan: Canada Creates Special Advisory Team and Expands Contribution to Help Resolve Humanitarian Crisis in Darfur," ReliefWeb, 12 May 2005. Date of Access: 25 July 2008. <http://www.reliefweb.int/rw/RWB.NSF/db900SID/ACIO-6CBSBX?OpenDocument>.

²⁵ Black, David, and Tim Shaw, 2007. "Canada, R2P, and the 2010 G-8 summit: Canada out of Africa? Disappointments around Darfur omens for Canada's 2010 G-8 summit?" Responsibility to Protect: Engaging Civil Society. Date of Access: 27 July 2008. http://www.responsibilitytoprotect.org/index.php/articles_editorial/1134?theme=alt1.

²⁶ Darfur Digest, Students Taking Action Now: Darfur (STAND) Canada, June 2008. Date of Access 27 July 2008. <http://www.standcanada.org/Digest/STAND%20Canada%20Darfur%20Digest%20-%20June%202008.pdf>.

- Increase diplomatic pressure on the Sudanese government to comply with the joint African Union-United Nations mission in Darfur and to cease sponsoring and carrying out atrocities against civilians²⁸ and humanitarian workers in the Darfur region.²⁹
 - Facilitate the ongoing negotiations between the rebel parties to the conflict who have not yet signed on to a Darfuri peace and who are unable to present a unified front in negotiations, in order to improve upon the Darfur Peace Agreement, which has had little impact on the reality on the ground in Darfur.³⁰
 - Emphasise that the different rebel groups must respect international human rights and humanitarian law.³¹
 - Seek a regional solution to the conflict, one which incorporates Chadian authorities in particular.³²
- **Report on the situation on the ground in Darfur.**³³
 - Conduct regular fact-finding visits to the region, including to internally displaced persons (IDP) camps, and report on violations of international human rights and humanitarian law.
 - Liaise with local organisations, such as human rights NGOs, to keep abreast of the current situation on the ground in Darfur.
 - **Ensure a holistic approach to the situation in all of Sudan**³⁴
 - Provide diplomatic support for the faltering peace process in southern Sudan
 - Highlight the linkages between the situation in Darfur and the escalating crisis in the east of the country
 - Emphasise the lessons to be learned for Darfur from the signing of a Comprehensive Peace Agreement in eastern Sudan, with Eritrea as a regional peace broker in the negotiations.³⁵

Conclusion

Canada would benefit from the appointment of a Special Envoy to Darfur to focus and jumpstart Canadian efforts to bring peace to the Darfur region. Canada should follow in the footsteps of China, the US, the UK, and the EU, and appoint a Special Envoy. Yet any newly selected Special Envoy would not be faced with an easy task. A new challenge has recently arisen to the achievement of a peaceful resolution of the Darfur conflict. A recent International Criminal Court (ICC) pronouncement that it may seek a warrant for the arrest of Sudanese President Omar Bashir³⁶ is certainly to be welcomed, yet it may further complicate the Darfuri peace process and

²⁷ Ibid.

²⁸ Lynch, Colum, and Glenn Kessler, "Bush to name envoy for Darfur," Washington Post, 19 September 2007. Date of Access 25 July 2008. <http://www.washingtonpost.com/wp-dyn/content/article/2006/09/18/AR2006091801227.html>.

²⁹ "Sudan," Wikipedia, 24 July 2008 (last modified). Date of Access 27 July 2008.

http://en.wikipedia.org/wiki/Sudan#Chad-Sudan_conflict.

³⁰ Darfur Digest, Students Taking Action Now: Darfur (STAND) Canada, June 2008. Date of Access 27 July 2008.

<http://www.standcanada.org/Digest/STAND%20Canada%20Darfur%20Digest%20-%20June%202008.pdf>.

³¹ Yardley, Jim, "China's envoy to Sudan defends policy on Darfur," International Herald Tribune, 7 March 2008. Date of Access: 27 July 2008. <http://www.ihf.com/articles/2008/03/07/africa/darfur.php>.

³² "Sudan," Wikipedia, 24 July 2008 (last modified). Date of Access 27 July 2008.

http://en.wikipedia.org/wiki/Sudan#Chad-Sudan_conflict.

³³ Ibid.

³⁴ Ibid.

³⁵ "Eastern Front (Sudan)," Wikipedia, 11 July 2008 (last modified). Date of Access 27 July 2008.

[http://en.wikipedia.org/wiki/Eastern_Front_\(Sudan\)](http://en.wikipedia.org/wiki/Eastern_Front_(Sudan)).

³⁶ "Sudan ICC charges concern Mbeki," BBC News, 27 July 2008. Date of Access: 27 July 2008.

<http://news.bbc.co.uk/1/hi/world/africa/7527376.stm>.

has the possibility of sparking further abuses in Darfur.³⁷ A Canadian Special Envoy to Darfur would have to tread carefully between the Sudanese government and the jurisdiction of the ICC, while ensuring that the diplomatic emphasis ultimately falls on the achievement of peace, and the protection of human life, in the Darfur region.

³⁷ “Former US special envoy to Sudan warns against ICC Darfur indictments,” Sudan Tribune, 27 June 2008. Date of Access: 27 July 2008. <http://www.sudantribune.com/spip.php?article27670>.