

The Florida Senate
PROFESSIONAL STAFF ANALYSIS AND ECONOMIC IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: Military Affairs and Domestic Security Committee

BILL: SM 1698

INTRODUCER: Senator Margolis

SUBJECT: People of Darfur/Peace

DATE: March 22, 2007

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Pardue	Skelton	MS	Favorable
2.	_____	_____	_____	_____
3.	_____	_____	_____	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____

I. Summary:

Senate Memorial 1698 urges the President of the United States and the Congress to do all in their power to further the goals expressed in this memorial to bring lasting peace to the people of Darfur.

II. Present Situation:

History of the Conflict in the Republic of the Sudan and Darfur¹

According to the U. S. Department of State, Sudan is the largest country in Africa comprising an area almost the size of the continental United States east of the Mississippi River. Sudan's population is one of the most diverse on the African continent. The country has two distinct major cultures, "Arab" and "black African" that include hundreds of ethnic and tribal subdivisions and language groups.

Sudan was a collection of small, independent kingdoms until 1820-21 when Egypt conquered and unified the northern portion of the country. A nationalist revolt led by religious leader Muhammand ibn Abdalla resulted in a brief period of independence beginning in 1885. In 1898, an invading force led by Lord Kitchner established a period of Anglo-Egyptian rule that lasted until Sudan achieved independence on January 1, 1956.

Independent Sudan was established under a provisional constitution that was silent on two issues that were considered crucial for southern Sudanese leaders—the secular or Islamic character of the state and its federal or unitary structure. Due to the failure of the Arab-led government in

¹ U. S. Department of State, Background Note: Sudan, February 2007.

Khartoum to create a federal system as promised, southern army officers led a mutiny that resulted in 17 years of civil war (1955 – 1972). Sudan has been at war with itself for more than three quarters of its existence since 1956.

In 1972, an agreement was signed in Addis Ababa granting the south a measure of autonomy. The western regions of Darfur and Kordofan then sought similar privileges but were denied. Political maneuvering continued until 1979 when Chevron discovered oil in the south. Northern pressure began to build to abrogate those provisions of the peace treaty granting the south financial autonomy. Ultimately in 1983, the southern region was abolished, Arabic was declared the official language, traditional Islamic punishments derived from Shari'a (Islamic Law) were incorporated into the penal code, and control of the southern armed forces was transferred to the central government. The second Sudan civil war effectively began in January 1983.

The 1990's saw a succession of regional efforts to broker an end to the Sudanese civil war. In July 2002, an agreement was reached on the role of the state and religion and the right of southern Sudan to self-determination. This was followed by an agreement in November 2004 committing to a final comprehensive peace agreement and a United Nations Security Council Resolution 1574 calling for an end to the violence in Darfur. The Comprehensive Peace Agreement (CPA) was formally signed on January 9, 2005. The CPA established a new Sudanese Government of National Unity and the interim Government of Southern Sudan with a call for wealth and power sharing, a ceasefire, withdrawal of troops from southern Sudan, and security arrangements between the two parties.

In 2003, while the historic north-south conflict was on its way to resolution, increasing reports of attacks on civilians especially aimed at non-Arab tribes began to surface. A rebellion broke out in Darfur, in the extremely marginalized western Sudan, led by two rebel groups – the Sudan Liberation Movement/Army (SLM/A) and the Justice and Equality Movement (JEM). These groups represented agrarian farmers who are mostly non-Arabized black African Muslims. In seeking to defeat the rebel movements, the Government of Sudan increased arms and support to local tribal and other militias, which have come to be known as the Janjaweed.

Attacks on the civilian population by the Janjaweed, often with the direct support of Government of Sudan forces, have resulted in the deaths of tens of thousands of persons and the displacement of approximately 2.5 million people.²

On September 9, 2004, Secretary of State Colin Powell told the Senate Foreign Relations Committee, "genocide has been committed in Darfur and that the Government of Sudan and the Janjaweed bear responsibility—and that the genocide may still be occurring." President Bush echoed this in July 2005, when he stated that the situation in Darfur was "clearly genocide."

In March 2005, United Nations Security Council Resolution 1590 established a UN mission in Sudan, with up to 10,000 African Union military personnel, in order to foster peace in Darfur. Security Council Resolution 1591 subsequently criticized the Government of Sudan and rebels in Darfur for failing to comply with several previous resolutions, for ceasefire violations, and for human rights abuses.

² Note: The United Nations estimates that more than 200,000 have died in the conflict in Darfur.

On May 5, 2006, the Government of Sudan and a faction of the SLM/A signed the Darfur Peace Agreement. Shortly thereafter, the conflict in Darfur intensified, led by rebel groups who refused to sign the agreement. After government forces began a major offensive on rebel areas in Northern Darfur in late August 2006, Security Council Resolution 1706 authorized the transition of the African Union mission to a more robust UN peacekeeping operation. The Government of Sudan has resisted the establishment of such an UN operation.

On November 16, 2006, UN Secretary General Kofi Annan announced in Addis Ababa, Ethiopia that further agreement on peacekeeping forces had been reached. However, recent reports indicate that Sudanese President Omar Hassan al-Bashir has refused to accept the plan.

In an attempt to document the atrocities in Darfur, the U. S. State Department characterized the situation in 2004 as a humanitarian crisis. At that time, 405 villages in Darfur had been completely destroyed and another 123 substantially destroyed. Approximately 200,000 persons had sought refuge in eastern Chad and the UN reported an estimated 1.2 million internally displaced persons remained in western Sudan.³

Since that assessment, the situation has become worse. As previously stated, the current estimate of displaced persons is approximately 2.5 million. Humanitarian relief efforts for displaced persons camps have been blocked and aid workers have been forced to leave. Day to day life in and around the camps is dangerous with an ever present threat of rape, torture, or murder.

Currently, efforts by the United Nations and the international community are continuing in order to arrive at peace in Darfur.

III. Effect of Proposed Changes:

This Senate memorial supports the principles set forth in the Addis Ababa Agreement of November 17, 2006 in order to increase the security and stability for the people of Darfur. Further, the memorial:

- Declares that the peacekeeping force laid out in the Addis Ababa Agreement is the minimum acceptable level of effort on the part of the international community;
- Supports strengthening of the African Union peacekeeping mission in Sudan;
- Calls for the Government of Sudan immediately allow implementation of the Addis Ababa Agreement and United Nations Security Council Resolution 1706;
- Calls upon all parties to the conflict to observe a ceasefire and allow unfettered access to the region by humanitarian agencies;
- Urges the President of the United States to continue to work with members of the international community to facilitate the implementation of the Addis Ababa Agreement, ensure the ability of any peacekeeping force deployed to Darfur to carry out its mission, vigorously pursue strong punitive action against persons responsible for crimes against humanity, and make all necessary efforts to address the widespread incidents of gender-based violence in Darfur;

³ U. S. State Department, State Publication 11182, Documenting Atrocities in Darfur, September 2004.

- Calls for the Speaker of the United States House of Representatives and the Majority Leader of the United States Senate, and the Florida delegation to the United States Congress to provide all necessary funding and support for the United Nations and African Union peacekeeping operations in Darfur and for humanitarian aid in Darfur and affected areas in Chad and the Central African Republic, conduct sufficient oversight of actions by the United States administration to ensure that no opportunities for furthering the peace are missed, and continue to monitor the conflict and political processes and examine imposing punitive sanctions against the Government of Sudan and any other individual or group obstructing the ongoing peace process or in violation of agreed-upon cease fires.
- Urges Congress to do all in its powers to further the goals expressed in this memorial to bring lasting peace to the people of Darfur.

Copies of the memorial are to be presented to the President of the United States, the President of the United States Senate, the Speaker of the United States House of Representatives, and to each member of the Florida delegation in the United States Congress.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

V. Economic Impact and Fiscal Note:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

None.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

This Senate Professional Staff Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.

VIII. Summary of Amendments:

None.

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