

Nuclear Strategy and European Security Dilemmas

Towards an Autonomous European Defence System?

To
my wife Katrin Merx-Ifestos
and
my recently born daughter, Elladha, in the hope
that her generation will never experience the
potential horrors herein analysed
and
my mother Eleni and father Theophanis

Dr Panayiotis IFESTOS

Preface by
Alfred Cahen

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About the author

Dr Panayiotis IFEESTOS was attached to his country's permanent diplomatic representation to the EEC from 1979 to 1988. He studied Economics and Law at the University of Athens. He received an MA (ecs) from the Victoria University of Manchester, and Ph.D. in Political Sciences, International Relations, from the University of Brussels (ULB). The present book is the outgrowth of the research project which produced the author's latest work in the field: *European Political Cooperation, Towards a framework of supranational diplomacy?* (Gower Publishing Co., Aldershot, UK, 1987). From 1979 to 1986, he was a Research Fellow ('Chercheur Libre') with the Institut d'Etudes Européennes.

Acronyms and abbreviations

ABM	Anti-Ballistic Missile	EPC	European Political Co-operation
ASAT	Anti-Satellite (weapons)	FY	Fiscal Year
ASW	Anti-Submarine Warfare	ICBM	Intercontinental Ballistic Missile
ATBM	Anti-Tactical Ballistic Missiles	IEA	International Energy Agency
BMD	Ballistic Missile Defence(s)	IEPG	Independent European Planning Group
<i>Bull. EC</i>	<i>Bulletin of the European Communities</i>	INF	Intermediate Range Nuclear Forces
C31	Command, Control, Communications and Intelligence	<i>JCMS</i>	<i>Journal of Common Market Studies</i>
<i>CMLR</i>	<i>Common Market Law Review</i>	MAD	Mutual Assured Destruction
COREPER	Committee of Permanent Representatives	MIRV	Multiple Independently Targeted Re-entry Vehicle
CSCCE	Conference on Security and Co-operation in Europe	MLF	Multilateral Force
CV	Countervalue (targeting of people and cities)	MX	Developmental American ICBM
DoD	Department of Defence	NATO	North Atlantic Treaty Organization
EAD	Euro-Arab Dialogue	NPT	Non-Proliferation Treaty
EDC	European Defence Community	OECD	Organization for Economic Co-operation and Development
EC	European Community	OPEC	Organization of Petroleum Exporting Countries
ECSC	European Coal and Steel Community	PD-59	Presidential Directive 59
EEC	European Economic Community	R & D	Research and Development
EMS	European Monetary System	SACEUR	Supreme Allied Commander Europe
EP	European Parliament	SALT	Strategic Arms Limitation Talks
		SDI	Strategic Defence Initiative
		SIOP	Single Integrated Operational Plan
		SLBM	Submarine-Launched Ballistic Missile
		SRINF	Short-Range INF
		SSBM	Ballistic Missile Nuclear Submarine(s)
		START	Strategic Arms Reduction Talks
		U/I	Urban and Industrial
		UN	United Nations
		WEU	Western European Union

Foreword

by using 'Europe' and 'Europeans' as a shorthand for the European Community, depending on the context of the analysis, and I am confident that the reader will understand to which group I refer. In many cases where there is ground for confusion, I insert a suitable explanation.

P.J.F.

The present book is part of a larger research project completed during my nine years' stay in Brussels. During this period (1979-88), I was fortunate enough to have been both accredited to the EEC institutions — attached as a member of my country's diplomatic representations to the EEC — and associated with such Belgian academic institutions as the University of Brussels (ULB) and the Institut d'Etudes Européennes. The research project on which I worked for almost eight years covered three post-Treaty topics: first, European Political Co-operation (EPC); second, the prospects for an autonomous European defence system in the contemporary geopolitical and geostrategic context; third, economic and monetary questions. Although political co-operation and the defence and security issues were originally designed to form a single book, I was eventually obliged — mainly for reasons of space — to split them and publish the part dealing with European Political Co-operation separately (*European Political Co-operation* was published by Gower Publishing Co. in 1987).

My sources are of three different linguistic and academic backgrounds, while I myself am not writing in my mother tongue. Linguistic shortcomings are therefore by definition inevitable, and I beg the understanding of the reader.

In the literature on European politics, the words 'Europe' and 'Europeans' are commonly accepted to mean the Western European states of the Atlantic Alliance and the European Communities. 'EC', 'EEC', 'EPC' and Community refer to the institutions and procedures of European integration. In most cases, I conform to common practice

Preface Alfred Cahen

For all those states which are party to the Atlantic Alliance, that Alliance constitutes the framework of Western European defence. But this defence has long been regarded as having its own peculiar characteristics. Does not the Ottawa Declaration, which, in 1974, enunciated the principle of Alliance unity against the threat facing all the member countries, also stress the particular vulnerability of Europe within the framework of the European continent? This vulnerability of Europe within the framework of Atlantic solidarity always has been, and will continue to be one of the essential factors of its security. But it has recently come to assume greater importance not only in the counsels of governments but also in the eyes of political and public opinion in Western European nations.

Is this surprising? Certainly not. Changes, on an ever more rapid scale, are indeed taking place in transatlantic relations, East-West relations and on a global level. Examples of this are:

- The spectacular progress of technology, particularly in the field of defence, which cannot fail to have an impact on the Alliance's strategies.
- The policy changes on the part of the Soviet leadership which, having emerged from its state of inertia, seems to wish to make, apparently substantial changes to its relationship with the West, though the true extent of these changes is not, so far, absolutely clear. At present this change is particularly evident in the field of arms control.

- The growing global dispersion of power which has turned our exclusively bipolar world (East-West relations) of 1945-65 into an increasingly multipolar one in which local and regional changes are assuming ever greater importance with repercussions on the political, economic and security situation of the West.

These circumstances appear to mark the end of a period of relative — and fairly comfortable — status quo which characterized the Alliance's existence at the end of the 1970s and in the early 1980s. It is therefore more than probable that we have just entered a period in which the determination of the Allies, especially the Europeans, is likely to be put to the test. Awareness of this situation is steadily growing, as is shown by the intensification of the politico-strategic debate on both sides of the Atlantic. This debate is particularly lively on the European side of the Western world. Initiatives abound, ideas and proposals proliferate. Consider the appeal for Franco-German solidarity made by Chancellor Kohl before the Bundestag on 4 June 1987 in a speech on disarmament, or his plan for a Franco-German brigade which was so well received in France and attracted a positive response from many of their allies; the intensification of Franco-Norwegian military co-operation agreed upon in July 1987; the appeal launched in mid-March by M. Jacques Delors, President of the European Commission, calling for a summit meeting of the Twelve to discuss European security and the creation of a European defence 'instrument' in the wider conventional field (to include theatre weapons) under a single command and overseen by a political institution; ideas about a European command for the European forces of the Alliance to be linked in some way to the integrated structure of the Atlantic Alliance; the achievement of the reactivation of Western European Union and the work currently being done under its aegis in which its member states are continuing the study — the results of which are to be submitted to Ministers in October 1987 — on the specific requirements of European security, as construed in the essential context of Atlantic solidarity.

The work of Mr Panayiotis Ifestos makes a very valuable, informative and thoughtful contribution to this great debate. Writing from a strictly objective standpoint, he covers the very broad terrain he has chosen to survey with such remarkable thoroughness that no vestige of it is overlooked.

At the end of Chapter 1 of Part I of his major work, he tells us:

In short, my aim in this book is to contribute to the debate on the future of the defence of Western Europe. The analysis attempts to identify determinant underlying patterns established as a result of developments in the transatlantic security relationship, strategic relations and Western European regional politics. . . . Lastly, it should be stressed that I abstained deliberately from taking normative positions. A sincere effort was made to free the analysis from emotional influences and normative perceptions, hoping that by doing so I would help the reader to arrive at his own conclusions.

Acknowledgements

believe his ambitions have been fully realized and he deserves our congratulations. All who have any responsibility in the current political debate which arises out of concern about Western European unity, like those who take an active or even a passive interest in it, owe him a debt of gratitude. Indeed, his masterly study provides them only with the essential facts, presented in such a way that none of their full value is lost, but also with ample food for thought. There is no doubt that those who read this important work — and I hope they will be many — will find it thought-provoking, whether or not they agree with the author's views.

The way international events are developing faces Western Europeans a real challenge. What is that challenge? In my view, it is, firstly, to ensure the strengthening of their contribution to their own defence as well as to the common defence of the Alliance, and, secondly, to serve the coupling with North America in the framework of a transatlantic relationship which, though likely to change, must be maintained. Europeans should already be asking themselves how they can respond. Mr Ifestos provides them with much of the essential information for this vital and urgent exercise.

Alfred CAHEN

Secretary-General of the WEU

23 July 1987

In almost nine years of research on European integration in Brussels, I have incurred a lifetime of debt to many persons and institutions. First and foremost, I am indebted to the University of Brussels (ULB) and the Institut d'Etudes Européennes. My gratitude goes particularly to Prof. Stephan Bernard, Prof. Jean-Victor Louis, Prof. Georges Gortely, Prof. Alfred Cahen, Prof. Jean-Jacques Rey and Prof. Peter Praet. I am most grateful for the assistance and patience of the staffs of the Central Library of the Commission of the EEC, the libraries of the Institut Royal des Relations Internationales, the Institut d'Etudes Européennes, the Central Library of the ULB and the American Library in Brussels. I have also been fortunate in receiving additional information and valuable insightful opinions from a wide range of officials in the Commission of the EEC, the Council and the Foreign Ministries of the member states.

I am most particularly appreciative of the European Political Cooperation officials who agreed to be interviewed, providing me with insightful comments, and who sometimes have had with me lengthy discussions on foreign policy matters concerning their respective countries.

There are no words to express my thanks to my wife Katrin for her emotional encouragement and logistical support throughout the various stages of my research.

Any merit these chapters have may to a great extent be attributed to the above-mentioned persons and institutions, but errors and omissions are my sole responsibility. Moreover, any opinion expressed in this book does not necessarily represent the views of my employer.