

Inventory

of Environment and Security Policies and Practices

**An Overview of Strategies and Initiatives of Selected Governments,
International Organisations and Inter-Governmental Organisations**

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Antonio L. Fernandez | Ronald A. Kingham | Nick Mabey | Michael Renner | Rita Taureck | Nasser Yassin

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International Organisations and Inter-Governmental Organisations**

Edited by

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FIRST EDITION - October 2006

Institute for Environmental Security

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I-A. Foreword

*Nick Mabey*¹

Conflict over natural resources, whether driven by need or greed, has always been a part of human society. There is also strong evidence that social tensions driven by past climatic change destroyed many advanced societies; such as the long-wave droughts which drove the collapse of early civilisations in Mesopotamia and Peru.

The coming decades will see rising resource scarcity, greater environmental degradation and increasingly disruptive climatic change. In fact, in an increasingly uncertain world these trends are disturbingly predictable. The question is whether increasing environmental and resource pressures will reduce security and stability, or will our political, governance and security systems be able to manage them peacefully?

The lack of focus on environmental security issues found by the research in this volume could suggest that security professionals in the major developed powers hold the more optimistic view. More disturbingly it could indicate that these new realities have yet to be integrated into security strategies and policy frameworks.

However, these issues are fast rising up the global political agenda. Geopolitical competition for fossil and mineral resources has become the main source of 19th century-style “great power” tensions in today’s interdependent world. By empowering autocratic rulers in Africa and Central Asia against their people, this competition is also setting the stage for violent internal crisis and the consequent disruption of energy supplies.

Security issues where resource and environmental factors play key roles are the stuff of day-to-day foreign policy: from land conflicts between pastoralists and agriculturalists in Darfur; to the role of oil in fuelling and sustaining of separatist conflict in the Niger Delta and Aceh. Many countries already face significant challenges in coping with existing climate variability; for example, the World Bank estimates that floods and drought in Kenya in the late 1990s resulted in direct economic costs of \$4.8 billion, or 22% of GDP per annum

Though each particular crisis or conflict has its own unique dynamic based on local politics, economics and history; strong patterns are clear. The corrupting influence of point source revenues – whether from natural resources, drugs, pipelines or weapons - on elites is the most powerful source of underdevelopment and failing economies. The World Bank estimates that over the last 40 years developing countries without major natural resources have grown 2-3 times faster than those with high resource endowment. Politicised revenue allocation from natural resources based around ethnic, religious or regional lines has been a major driver of internal conflict. Natural resource revenues are feeding corruption and organised crime, which destabilise governments and at the extreme finance conflict and provide a logistical infrastructure for international terrorism.

Politicised allocation of water and land is constantly driving low level conflict, which can spark into major violence when linked to ethnic, national and other divisions. Migration

¹ **Nick Mabey** is founding director and Chief Executive of E3G (Third Generation Environmentalism). He was a senior policy advisor in the UK Prime Ministers Strategy Unit from 2002-2005, where among other roles he was a team leader on the Countries at Risk of Instability Programme.

away from environmentally degraded regions causes confrontation across borders and inside countries, from Africa to Latin America.

There is no lack of tools and policy options to address these issues. A wealth of experience exists on managing environmental disputes, designing governance systems, anti-corruption measures, resource allocation mechanisms and participative resources management that could be used to reduce instability risks. There are also a wealth of international agreements – on forests, water, environmental democracy, desertification, conflict resources – which could be strengthened as foreign policy tools.

However, despite a few high profile exceptions such as the action to control trade in “conflict diamonds”, there has been a lack of concerted international effort to address the resource and environmental roots of instability. Cases which have been addressed have required extensive campaigning from non-governmental groups to secure action.

In a world of rising scarcity this reactive approach will not preserve security and stability. Strategists always caution against fighting the last war, and the need to explore future threats away from the biases of current priorities. However, despite a plethora of recent reports - from the Africa Commission, the UN High Level Panel and even the Pentagon - identifying competition for oil and gas supply, resource scarcity and climate change as key drivers of political stress and conflict; the impact on practical action has been weak.

It is perhaps unsurprising that the identification of a new threat does not by itself result in an effective response. It takes time for countries to understand the strategic importance of new threats on their vital interests, and to reorder existing priorities. It takes even longer to develop effective instruments to respond. Security systems formed in the strategic certainties of the Cold War have struggled to respond to a new fluid strategic environment where the source of threats is constantly shifting.

But this is changing. The lessons of the past decade and in particular the Balkan Wars, Rwanda and 9/11 have radically transformed national security priorities. Across the major powers these now focus less on the strength of other countries, and more on the need to tackle instability and failing states; to achieve energy security; prevent the development of “ungoverned spaces” open to abuse by terrorists and organised criminals; and address the internal conflicts which can breed and support international terrorism.

Tackling these threats requires a very different type of security apparatus typified by three core approaches:

- **Preventive:** greater emphasis on effective governance, prevention of conflict, and stabilisation of countries after conflict and crisis have emerged.
- **Integrated:** the need for “whole government approaches” which combine military, diplomatic, developmental and justice system capabilities.
- **Convergent:** ensuring the complementarities between different policy objectives and instruments are assessed when in setting priorities; for example, the economic, developmental and security benefits of tackling illegal logging.

These principles are also familiar as forming the core of “sustainable development” policy approaches, and in many ways security policy is becoming more like other areas of international policy. At the core of the challenge is how to motivate consistent investment of financial and political capital into long term prevention of conflict and reduction of instability.

This is a major task of strategic and public sector reform, and will take years to complete. There is also a chance that the emergence of more traditional military threats could

reverse this progress. Assuming this reversal does not happen, these trends will make it easier to incorporate environmental and resource issues into security policy, but only as one driver of future risks. Security strategies also need to better integrate other rising structural risks of instability driven by HIV/AIDs, religious fundamentalism, economic dislocation from trade shifts, rapid urbanisation and drug trafficking and use. Understanding how these different issues interlink and re-enforce vulnerability to crisis and conflict is at the core of defining effective responses. For example, how will commodity dependence, trade liberalisation, organised crime, youth unemployment and climate change evolve to impact the stability of the Caribbean? How will this affect organised crime and the drug trade, and what can be done to lower the risk of crisis?

This survey shows that many countries are currently undertaking reforms to improve their conflict prevention and crisis response architectures. However, there is a need for much more radical and concerted change if security objectives are to be met.

Work carried out by UK Prime Ministers Strategy Unit (“Investing in Prevention”, 2005 available at www.strategy.gov.uk) showed that despite recent improvements, government systems have significant weaknesses in developing strategic approaches to reducing structural risks of instability and conflict in the medium to long term. These weaknesses are deeply rooted in all parts of government systems, and not confined to commonly discussed issues of deficient early warning and insufficient political will to act.

There is a critical opportunity to accelerate the process of systemic reform in the next few years. The political imperative for better systems to tackle crises is growing, not least in the European Union and its neighbourhood. The experience of DRC, Afghanistan and Iraq has further strengthened the cost-benefit case for investing in prevention. The increased emphasis on poverty reduction has liberated larger financial resources to be invested in fragile states, particularly in Africa; most of which are economically dependent on natural resources. Rising awareness of the future impacts of climate change is increasing attention on the environmental drivers of instability.

Experts on the environmental and resource aspects of security can help drive these changes in governments, along with actors from the development, health and conflict prevention communities. A joined-up approach outside governments will help drive joined-up action from governments.

This is probably best done through a focus on critical “problem clusters”, rather than in a “grand theory” of system redesign, and there are many candidate areas. Progress is already being made to strengthen international processes to prevent the use of natural resources to fund conflict, but more could be done to extend and deepen this approach. More effort could be given to managing the negative cycle of natural resource mismanagement, corruption, underdevelopment and instability, especially in energy exporting countries in Africa and Central Asia. A much more detailed picture of the impact of climate change on stability, and the links between climate security and energy security, is needed to drive medium to long-term security and energy policy.

Though progress may be slow it is happening, and it is critical that the opportunities of the coming years are taken. The growing impacts of climate change will multiply all these tensions, and the experience of the last decade is that climatic changes will happen faster than we currently expect. If effective systems for preventive action are not built the international community will face multiple re-enforcing crises, and be left trying to patch up societies with an expensive combination of humanitarian and military intervention, but little chance of sustainable success.



I-B. Objectives and Methodology

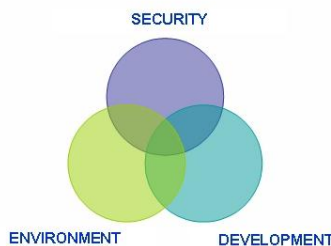
Ronald A. Kingham¹

1. The Environment – Development – Security Triangle

At least since the late 1980s and early 1990s the relationship between **environment and development** has been enshrined in governmental domestic and foreign policies and international relations. Following the appearance of the Brundtland Report in 1987 and the convening of the Earth Summit in 1992, it would be hard to find a government or international / intergovernmental organisation that does not officially recognise that environmental protection and sustainable human development go hand and hand and which does not incorporate the linkages between these two objectives at least to some degree in its legislation, initiatives, programmes and projects.

Perhaps more recently greater official recognition has also begun to be given to another relationship subject to decades of study which is the relationship between **development and security** and the need for conflict sensitive development cooperation policies and practices. Economists, political scientists and now politicians are seeking to better understand roots of insecurity in underdevelopment as well as the positive reinforcing relationship between security and development.

While it is helpful to analyse policies and practices in terms of the attention paid to each of the three dichotomies shown on the triangle on the right, ultimately we are even more interested in analysing each of the areas of overlap between the three goals of policy which are better illustrated by the Venn diagram below.



Of course, even more circles and sub-circles could be added to draw an even better picture of overlapping policy goals including, for example, democracy, governance, human rights, health, education, etc. – not to mention visualising separately also the domestic and foreign dimensions of policies and practices.

The focus of the current study and the accompanying *EnviroSecurity Action Guide* is to catalogue the extent to which selected governments and international agencies have or have not incorporated the relationship between environment, resources, security, conflict and peacemaking into their foreign and security policies and actions.

As Michael Renner points out in his introductory essay to this report, for the past 20 or 30 years there has also been an ongoing discourse regarding the interaction between **security and environment**. However, there is little evidence that governments and the international community have yet really incorporated this third side of the triangle of

¹ **Ronald A. Kingham** is co-founder and Programme Director of the Institute for Environmental Security and editor / co-ordinator of the IESPP project and accompanying *EnviroSecurity Action Guide*.

environment – development – security into official policies. Never-the-less, as Mr Renner concludes, “Even where governments have not advertently or intentionally addressed the topic of environmental security, a range of relevant policy actions are developing and a variety of on-going practical governmental and non-governmental programmes and projects are having a noticeable impact on improving the interplay between environment and security in many critical areas in the world.”

2. Objectives

The purpose of this ***Inventory*** (and the accompanying on-line ***EnviroSecurity Action Guide*** data base) is to provide an easily accessible overview of what several leading governments and international / intergovernmental organisations are doing with respect to integrating environmental and sustainable development considerations and objectives into foreign and security policy and practice. The overview is descriptive and is not meant to be evaluative.

The ultimate objective of the project is to provide governmental and international officials, NGOs, and researchers with essential information useful to compare and assess ongoing efforts, assist those wishing to develop new work in this field and stimulate further international cooperation on environment and security.

The project has resulted in two outputs:

- the ***Inventory of Environment and Security Policies and Practices***: An Overview of Strategies and Initiatives of Selected Governments, International Organisations and Inter-Governmental Organisations, and
- the ***EnviroSecurity Action Guide***, an interactive relational database containing more detailed information on selected organisations, specific initiatives, relevant publications and useful web resources related to environment, security and sustainable development. A special ***Essential Reading List*** has also been jointly created in partnership between Adelphi Research and the IES.

Both the *Inventory* and the *Action Guide* are available on-line on the website of the Institute for Environmental Security at <http://www.envirosecurity.org>.

It is the aim of the Institute and its partners to maintain and update both publications expanding them to include more country profiles and international agencies and also to begin to systematically include information on a wide variety of academic, scientific, research, NGO and other organisations and activities.

Work will especially continue on surveying the Member States of the European Union and reviewing EU policy and practice in this field as a basis for a new project of the IES on ***Greening European Security*** recently launched in cooperation with Adelphi Research and the Global Legislators Organisation for a Balanced Environment (GLOBE-EU).

Working especially with Members of the European Parliament, the aim of the new programme is to promote the forging and implementation of an integrated strategy for environment, sustainable development and security - or the better inclusion of environmental security aspects in the EU Common Foreign and Security Policy, European Security Strategy and European Sustainable Development Strategy.

3. Methodology

The planning for the *Inventory* and *Action Guide* involved extensive consultations and drafting on the project's aims and methodology with a variety of expert partners and officials over several months also resulting in the establishment of a series of agreements with various parties who each agreed to the carrying out different aspects of the work.

Considerable time and effort was put especially into deciding upon the scope, questions and themes to be covered in the survey for the *Inventory*. (See below.)

Exhaustive planning also went into the design and development of the *Action Guide* resulting in the structure for the system which includes interactive modules covering **organisations** (especially governments and international agencies in the initial phase), **initiatives** (academic and scientific research, political and legislative action, financial mechanisms, capacity building and training work, international campaigns and programmes, local field projects, and more), **publications** (speeches, books, reports, etc.) and internet **web-resources** with the possibility of adding a fifth module on relevant international negotiating and decision making **events** at a later stage.

Key researchers / writers working on the *Inventory* were joined by an Editorial Review Committee who helped shape and guide the project as it was being implemented.

The first operational step in the project was to write to contacts in each EU Member State plus Canada, Japan, Norway, Switzerland and the United States as well as in several international agencies inviting them to indicate which officials would be best to consult in our study and asking them to point us to the most useful official documents and other materials regarding relevant strategies and initiatives of their countries and organisations.

Many officials replied providing contact details and relevant references with respect to one or more of the specific themes outlined for the study. Some provided extensive advice and information, and in one case – that of the Czech Republic – we were even given the full text needed for the country profile.

From several other governments we received no reply to our requests – which should not necessarily indicate a lack of interest in the subject. In the next phase, a further effort will be made to seek out and contact the appropriate officials in the countries which are not covered in the first edition of this report.

Desk research for the national and IGO profiles continued on the basis of public information available on-line and in-print regarding the policies, programmes, and projects of the agencies covered.

Finally, the authors of most of the country and IGO profiles shared drafts with their contacts in the national ministries – development, environment and/or foreign affairs – and international agencies and they received many valuable comments and additional information in return.

There is not time nor space to mention everyone who contributed in one way or another in this project. The best way we can express our appreciation, though, is to share the collective results and hope all those who each contributed a piece of the puzzle will find the whole picture that has emerged to be valuable to them in their work.

4. Study Questions and Themes

The research for this study and enquiries to officials consulted were built around 7 key questions and 8 central themes. To the extent possible, the authors attempted to find out

the following with respect to each country and international / intergovernmental organisation covered in the study:

1. How environmental security is defined by the Government / IGO.
2. The Government's / IGO's overarching environmental security priorities.
3. Overview of the geo-political and other factors that have prompted the development of the Government's / IGO's environmental security approaches.
4. How the Government / IGO has addressed its stated environmental security priorities through different types of (indicative) initiatives such as:
 - Research / studies / scientific initiatives / monitoring
 - Policy initiatives / legislation
 - Coordination, networking, organisational, institutional activities
 - Legal and judicial initiatives
 - Financial mechanisms, funding activities
 - Education, training, capacity building and other information initiatives
 - Field level environment programmes and projects

... with respect to the following themes:

- **ES and foreign and security policy**

(Mainstreaming environmental factors into foreign and security policy especially energy and food security, and security related to other resources such as land, water, living marine resources, terrestrial biodiversity)

- **ES and development cooperation**

(Mainstreaming conflict prevention and livelihood protection into development cooperation especially in conflict prone and conflict affected countries, for example, through payment of ecological services and equitable benefit-sharing mechanisms)

- **ES and peace building**

(Environmental cooperation for peace building such as through peace parks, river basin management initiatives, and cooperation over degraded and environmentally-stressed resources in conflict-prone and conflict-affected zones)

- **ES monitoring, mapping and early warning**

- **ES risk and needs assessment and management**

- **Environmental conflict prevention and resolution**

- **Post-conflict environmental rehabilitation and reconstruction**

- **Natural disaster and conflict mitigation and adaptation**

5. How the Government / IGO characterises the overall strengths and weaknesses of its environmental security approaches.
6. Key policy lessons learned in terms of the development and implementation of environmental security policy.
7. Views regarding the merits of a potential EU Environmental Security Strategy and ideas for a possible framework

As the country and organisation profiles show, it was not always possible to answer all of these questions or present information on all of the themes in every case. Gaps do not

necessarily mean a lack of policy or action; they may simply mean that relevant information was not readily available or supplied.

Regarding the last question on views about the role of the EU in this field, it was possible to discern some opinions and at least general positions in some of the countries covered, but this is clearly an issue which will require further inquiry. It will be a central subject in the follow-up programme on ***Greening European Security*** mentioned above.

5. Follow-up

Follow-up plans include building upon the experience with the *Inventory* and producing updates of the present country and IGO profiles as well as adding profiles on other countries and organisations. New profiles and updates will be published on-line as they become available. A second larger edition of the printed version of the report is also being planned.

The *Action Guide* will also be updated on a regular basis with the latest and ever more detailed information on the countries and organisations covered in the project as well as an increasing number of other organisations (including many more non-governmental organisations). We especially welcome input from users regarding other governmental and non-governmental activities and information resources which should be included in the data base.

This project is perhaps the first attempt to provide an extensive overview of official environment and security policies and practices. But until we receive further feedback from this first edition to help us fill in the gaps and until we are able to survey more governments – both in the developed and in the developing world - we cannot suggest that study is really comprehensive yet.

Never-the-less, from the outset, we hoped that the carrying out of the study and asking governments about their positions and actions in this field would raise further interest and debate and perhaps the study will help stimulate decision makers to begin to formulate or further develop policy and international cooperation on environment and security as well as promote the launching of new practical initiatives.

Comments and suggestions for improvements to the *Inventory* and/or the *Action Guide* are very much welcomed and should be sent to the Institute for Environmental Security.



I-C. Introduction to the Concepts of Environmental Security and Environmental Conflict

*Michael Renner*¹

1. Introduction

Since the late 1970s and 1980s, there has been an ongoing discourse with regard to the connections between environment, resources, security, conflict, and peacemaking. These connections gradually became more accepted among academics and NGOs, but were met with greater reservation by policymakers. By the mid-1990s, Robert Kaplan still felt compelled to lament: “Mention ‘the environment’ or ‘diminishing natural resources’ in foreign-policy circles and you meet a brick wall of scepticism or boredom.”²

During the latter years of the 1990s, environmental issues did begin to find a place in the arena of practical foreign and security policy-making. Then, new difficulties arose in the wake of the attacks of 11 September 2001. In the United States, where policy-makers had begun to embrace notions of environmental security in the 1990s, the “war on terror” has taken centre stage, and largely brought these early efforts to a halt.

The study of how environmental issues and peace and security concerns interact is far from a monolithic undertaking. Different writers have focused on different aspects within the spectrum of connections. Some have focused fairly narrowly (i.e., limiting their inquiry to the connections between environment and the incidence of violent conflict); others have drawn far broader boundaries (i.e., adopting a broader environment and security approach). Some of the writing has focused on the impact of environmental change on the **national** security of a particular state, whereas other efforts have been primarily concerned with the consequences for **global** security.

Different schools of thought exist side by side, and the disagreements among proponents of different views and interpretations have at times been very pronounced and in a few cases even quite vehement.³ And at least some analysts question the conceptual merits of notions like “environmental security” and “environmental conflict.”⁴

This introduction is not intended to engage the different schools of thought. Rather, its purpose is to provide a brief overview of the various dimensions in which environment intersects with conflict and security. In broad terms, these connections can be grouped in four categories:

1. The impact of environmental change on conflict formation. Conflicts may emerge from situations of resource and environmental **scarcity** (overuse and depletion of resources),

¹ **Michael Renner** is Senior Researcher and Director of the Global Security Project at the Worldwatch Institute in Washington, DC. Worldwatch is a private research and public policy organization focusing on global issues relating to environment and sustainability.

² Robert D. Kaplan, “The Coming Anarchy,” *Atlantic Monthly*, February 1994.

³ As was the case in the exchange between Thomas Homer-Dixon on one hand and Nancy Peluso and Michael Watts on the other. See their exchange in Woodrow Wilson International Center for Scholars, *Environmental Change and Security Project*, Issue 9 (Washington, DC: 2003), pp. 89-96.

⁴ See, for instance, Daniel Deudney, “The Case Against Linking Environmental Degradation and National Security,” *Millennium: Journal of International Studies*, Vol. 19, No. 3 (1990), pp. 461-76, and Daniel Deudney, “Environment and Security: Muddled Thinking,” *Bulletin of the Atomic Scientists*, April 1991, pp. 22-28.

mediated and sometimes exacerbated by the social and economic repercussions of environmental degradation.

2. On the other hand, tensions and violence can also arise out of a context of contested resource **wealth**. This is only partially about access to and control over lucrative resources. Resource extraction often leads to severe environmental and other impacts on local communities. If the benefits and burdens of extractive projects such as oil production, mining, logging, and large-scale dam construction are distributed unequally, the result may be protracted conflict.

3. The environmental impact of armed conflicts, arms production, maintaining military forces, and preparations for warfare. Closely related are environmental considerations in the cleanup of military bases and in the dismantlement of obsolete or surplus weapons.

4. Opportunities for “environmental peacemaking” that may arise out of common interests among different countries or communities in safeguarding resources and ecosystems, as well as shared vulnerabilities where ecosystems are heavily degraded.

2. Defining Conflict, Redefining Security

Before discussing these connections in some detail, it is useful to consider the broader context—the effort to broaden and redefine the definition of security. The terms “conflict” and “security” are often used in very different ways by different analysts.

a. Conflict

Conflict is the more easily defined of the two terms, though not without its own set of challenges. A basic distinction needs to be made between armed conflict and disputes that are largely carried out by non-violent means. This is not an absolute distinction: non-violent struggles may at some point turn violent, and vice versa. And conflicts often do not have a well-defined start and end point, as formal declarations of war and even formal peace agreements are becoming rare. The Heidelberg Institute for International Conflict Research in Germany has identified 249 political conflicts around the world that were active in 2005. Of these, 24 involved a high level of armed violence and 74 some occasional violence. The remainder—86 “manifest conflicts” and 65 “latent conflicts”—were carried out without resort to weapons.⁵

Within the narrower category of armed conflict, peace researchers have developed a range of definitions and methodologies.⁶ Put in simple terms, war and armed conflict require the following elements: there has to be use of armed force (and there has to be some continuity of violence rather than sporadic fighting); the fighting has to be between organized groups and at least one of the conflict parties has to be a government; and there have to be battle deaths (with different thresholds established for minor, intermediate, and major conflicts (or equivalent terminologies) in terms of deaths per year or for the duration of the conflict).

While such criteria are necessary for a systematic, scientific assessment of conflict trends and developments, they are increasingly in danger of being too narrowly drawn, with the

⁵ Heidelberg Institute for International Conflict Research, *Conflict Barometer 2005* (University of Heidelberg, Germany: December 2005), p. 3.

⁶ For an overview of different conflict data collection efforts, see Taylor B. Seybolt, “Measuring Violence: An Introduction to Conflict Data Sets,” in Stockholm International Peace Research Institute (SIPRI), *SIPRI Yearbook 2002: Armaments, Disarmament and International Security* (New York: Oxford University Press, 2002), pp. 81-96.

consequence that certain types of armed violence fail to be captured in data sets.⁷ The methodological focus on battlefield deaths,⁸ for instance, means that some conflicts are recorded at a lower level of intensity than appears warranted.⁹

In most contemporary armed conflicts, the number of people killed on the battlefield is usually quite small compared with those who perish because fighting and looting shred public infrastructures, displace civilians, disrupt harvests and halt other economic activity, and prevent delivery of vital health and other services. In many cases, there is a severe lack of reliable data. But a recent study found that for every battle-related death in the Democratic Republic of the Congo, there are 62 non-violent deaths related to the conflict in the country, with malnutrition and a variety of diseases the leading causes. An estimated 3.9 million people have died there since 1998, and about 38,000 civilians continue to die every month.¹⁰

b. Security

Security is a rather vague term without a generally-agreed definition. Traditionally, it is seen as closely related to the threat or use of violence, and military means are regarded as central to the provision of security. This may once have made sense, when conflicts took place predominantly between different countries, when territorial control was a key objective, and when uniformed soldiers were the combatants. But over the last several decades, this type of conflict has become more the exception than the norm.

A number of efforts were launched to challenge this narrow approach in the 1970s and 1980s, but gained momentum after the end of the cold war. Several high-profile international commissions, NGOs, and academics developed a range of innovative concepts refining and redefining security—by including social, economic, and environmental dimensions. These became known under headings such as *common security*, *comprehensive security*, and *environmental security*.¹¹ *Human security*, the most encompassing of these concepts, was first spelled out in detail in the 1994 edition of the *Human Development Report*.¹² The gathering discourse raised a number of critical questions:

⁷ This leads to the question, as addressed by Michael Brzoska, “Is There a Necessity for New Definitions of War?” *BICC Bulletin*, (Bonn International Center for Conversion), January/February 2006, pp. 1-2.

⁸ Bethany Lacina and Nils Petter Gleditsch, *Monitoring Trends in Global Combat: A New Dataset of Battle Deaths* (Oslo: Centre for the Study of Civil War, International Peace Research Institute Oslo, 2004).

⁹ The Uppsala/PRIO Armed Conflict Dataset is one of the most respected sources of information. Yet it fails to capture certain conflicts (such as the increasing fighting in Nigeria’s Niger Delta), and it records some—such as the Rwandan genocide of 1994 or mass violence in the DR Congo after 2001—at much lower levels of intensity than appears warranted. Nils Petter Gleditsch et al., “Armed Conflict: 1946–2001: A New Dataset,” *Journal of Peace Research*, Vol. 39, No. 5 (2002), pp. 615–37; updated information in “The PRIO/Uppsala Armed Conflict Dataset. Armed Conflict, Version 3-2005b,” released 6 September 2005, at www.prio.no/cwp/armedconflict.

¹⁰ B. Coghlan et al., “Mortality in the Democratic Republic of Congo: A Nationwide Survey,” *The Lancet*, 7 January 2006, pp. 44–51; International Rescue Committee and Burnet Institute, *Mortality in the Democratic Republic of Congo: Results from a Nationwide Survey* (New York and Melbourne: December 2004).

¹¹ These included the Brandt Commission on North-South issues (1980), the Palme Commission on disarmament and security (1982), the Brundtland Commission on environment and development (1987), and the Commission on Global Governance (1995).

¹² The 1994 *Human Development Report* defined human security as entailing seven distinct categories: 1) economic security (assured and adequate basic incomes); 2) food security (physical and affordable access to food); 3) health security; 4) environmental security (access to safe water, clean air and non-degraded land); 5) personal security (physical violence); 6) community security (ethnic violence); and 7) political security (basic human rights and

- What is the object of security?
- Who is to be protected?
- What are the “threats”?
- Who is to provide security?
- And by what means?

The unfolding discourse challenged orthodox assumptions about national security, deepening it “upwards” (from national to global security) and “downwards” (from territorial security focused on states and governments to people security—individuals and communities), and widening it by arguing that non-military dimensions, such as social wellbeing and environmental integrity, are important prerequisites for ensuring security. There is now growing recognition of the important inter-connections between environment, development, and security.¹³

The core insights emerging from this discussion can be summarized as follows:¹⁴

- Weapons do not necessarily provide security—and may even heighten insecurity. This is true for adversarial states armed with weapons of such destructive power that no defense is possible. It is true in civil wars, where the easy availability of weapons empowers the ruthless but offers little defence for civilians.
- Real security in a globalizing world cannot be provided on a purely national basis, or even on basis of limited alliances. A multilateral and even global approach is needed to deal effectively with a multitude of transboundary challenges.
- The traditional focus on state (or regime) security is inadequate and needs to encompass safety and well-being for the state’s population. If individuals and communities are insecure, state security itself can be extremely fragile. Democratic governance and a vibrant civil society may ultimately be more imperative for security than an army.
- Non-military dimensions have an important influence on security and stability. Nations around the world, but particularly the weakest ones, confront a multitude of pressures. They face a debilitating combination of rising competition for resources, severe environmental breakdown, the resurgence of infectious diseases, poverty and growing wealth disparities, demographic pressures, and joblessness and livelihood insecurity.

The human security concept has been criticized by a number of analysts as being too sweeping and analytically unfocused. Critics have charged that the inclusion of a wide array of social, economic, and environmental ailments makes it difficult to set priorities and translate the concept into specific policies.¹⁵

freedoms). United Nations Development Programme, *Human Development Report 1994* (New York: Oxford University Press, 1994), p. 24.

¹³ See the contributions to Robert Picciotto and Rachel Weaving, eds., *Security and Development. Investing in Peace and Prosperity* (New York and Milton Park, UK: Routledge, 2006). The book is based on deliberations of a workshop held under the aegis of the Global Development Network in New Delhi, 25-26 January 2004.

¹⁴ See Michael Renner, “Security Redefined,” in Worldwatch Institute, *State of the World 2005* (New York: W.W. Norton & Co., 2005), p. 5.

¹⁵ See, for example, Roland Paris, “Human Security: Paradigm Shift or Hot Air?,” *International Security*, Vol. 26, No. 2 (Fall 2001), pp. 87-102; Keith Krause, “Is Human Security ‘More than Just a Good Idea’?,” paper prepared for BICC 10-Year Anniversary Conference, “Promoting Security: But How and For Whom?,” Bonn International Center for Conversion, Bonn, Germany, 1-2 April 2004.

The point, however, is not to draw up a lengthy list of potential security concerns—doing so may simply run the risk of endless debates about the relative merit and importance of multiple factors. Issues such as infectious disease, water scarcity, or climate change may, at first glance, not necessarily constitute security challenges. But beyond certain thresholds of magnitude, and particularly in combination, they may well create conditions that call into question the basic fabric of communities and nations, and hence their security in a very tangible way.

Today, there are essentially two major conceptions of human security. The first approach focuses primarily on protecting people from acts of violence and violent threats to their rights, safety, or lives—“freedom from fear.” Emerging from this approach, the Human Security Centre at the University of British Columbia, Canada, launched a new annual Human Security Report in 2005.¹⁶ The second approach stresses far broader issues of human wellbeing and dignity and might be characterized as “freedom from want.” It focuses on protecting people not only from violence but also from a far more expansive array of social, economic, and environmental challenges. This approach is spelled out in detail in a 2003 report by the independent Commission on Human Security.¹⁷ (Oddly, however, this particular report failed to expressly discuss environmental dimensions of human security.)

Sometimes the connections between environment and security lead to violence. But a number of analysts have warned against overdrawn predictions of widespread or massive “environmental wars.”¹⁸ In assessing the connections between environment and conflict, it is important to understand that most conflicts in this category are likely to be sporadic, localized, and limited in terms of numbers of people killed or harmed.

It is equally important to stress that insecurity also manifests itself in ways other than violent conflict, and that such non-violent outcomes are nevertheless reason for concern. The livelihood, wellbeing, and integrity of communities (or entire societies) may be compromised in fundamental ways. The result could be prolonged periods of instability and mass suffering even short of armed violence. The task, then, is to enhance the understanding of the interactions and dynamics among different factors and the combinations that are likely to bring about destabilizing results.

3. Environmental Change and Conflict¹⁹

¹⁶ Human Security Centre, *Human Security Report 2005* (New York: Oxford University Press, January 2006). Information and downloads at: <http://www.humansecurityreport.info/>.

¹⁷ Commission on Human Security, *Human Security Now* (New York: 2003).

¹⁸ Nils Petter Gleditsch and Henrik Urdal, “Don’t Blame Environmental Decay for the Next War,” op-ed, *International Herald Tribune*, 22 November 2004. For a cautionary analysis regarding frequent predictions of future interstate water wars, see Aaron T. Wolf, Annika Kramer, Alexander Carius, and Geoffrey D. Dabelko, “Managing Water Conflict and Cooperation,” in *State of the World 2005*, op. cit. note 14, pp. 83-87.

¹⁹ Reports written by Thomas Homer-Dixon and his colleagues at the University of Toronto gave major impetus to this field of inquiry. A summary of key findings is presented in Thomas Homer-Dixon and Valerie Percival, *Environmental Scarcity and Violent Conflict: Briefing Book*, American Association for the Advancement of Science and University College, University of Toronto, 1996. Further, see Thomas Homer-Dixon and Jessica Blitt, eds., *Ecoviolence: Links Among Environment, Population, and Security* (Lanham, MD: Rowman & Littlefield Publishers, 1998). Similarly, the Environment and Conflicts Project (ENCOP) of the Swiss Peace Foundation and the Center for Security Studies and Conflict Research in Zürich, Switzerland, produced a range of incisive case studies in the early to mid-1990s. Since 1994, the Environmental Change and Security Project at the Woodrow Wilson International Center for Scholars in the United States has explored the relationships among environment, population, disease, development, migration, political stability, and violent conflict; ECSP publishes the annual *Environmental Change and Security Project Report*. For a late 1990s

Resource scarcity and environmental degradation are increasingly understood to play an important role in generating or exacerbating conflicts. The depletion of water resources, overexploitation of fisheries, degradation of arable land, decimation of forests, and growing interference in ecosystems from forests to wetlands to coral reefs are among the principal processes of human-induced environmental change. Climate change further augments already-observable challenges, by raising sea levels, shifting vegetation zones, dwindling natural habitats, changing precipitation patterns, and generating more frequent and more intense storms, floods, and droughts.

Conflict may arise over access to renewable natural resources such as water, arable land, forests, and fisheries. This may be the result of a tightening of supplies (depletion or degradation of natural resources), an unsustainable increase in demand (due to population pressures or increased per capita consumption, often related to export-led economic models), distributive inequities, or a combination of these factors. Developing countries, particularly those whose economies are heavily geared toward agriculture and other sectors that directly depend on the health of the natural resource base, are most immediately affected by environmental problems. There, the needs and interests of contending groups tied closely to the land—farmers, nomadic pastoralists, ranchers, and resources extractors—are often incompatible.²⁰

A range of case studies—both between different countries and within countries—has been generated over the years, including examples of violent and non-violent disputes relating to water diversion (such as India-Bangladesh), dam construction and irrigation (China's Three Gorges project, India's Sardar-Sarovar, and a dam along the Senegal River involving Senegal-Mauritania), land degradation and desertification (Somalia-Ethiopia, Sudan, El Salvador-Honduras), over fishing (Canada-Spain, and others).

The concept of environmental security should not be equated with an argument that environmental change is the sole causative factor in triggering conflicts or other security concerns—nor even that environmental change is necessarily a direct trigger of conflict. There is probably not a single conflict in the world that can properly be understood as mono-causal. Rather, environmental issues are tied up with other factors. Environmental degradation may be mediated and sometimes augmented by social disparities, ethnic and community rivalries, and political dynamics. A multitude of pressures (whose particular makeup varies from case to case) including persistent poverty, wealth disparities, unequal land distribution, unemployment and job insecurity, population growth, health epidemics, and environmental degradation is provoking social stress, discontent and polarization, leading to political strife in many countries and to devastating violence in some.²¹

Cases such as Rwanda and Chiapas underline this complexity. In Rwanda, mass violence in the mid-1990s grew out of a set of circumstances that included explosive population growth, severe land shortages and inequality, land degradation, lack of non-agricultural employment, a crisis in the country's coffee and tea export sector, and pain inflicted by

literature review, see Geoffrey D. Dabelko, Steve Lonergan, and Richard Matthew, *State of the Art Review on Environment, Security and Development Co-operation*, prepared for the Working Party on Development Co-operation and Environment, OECD Development Assistance Committee (Geneva: IUCN, 1998).

²⁰ See, for instance, Leif Ohlsson, *Livelihood Conflicts: Linking Poverty and Environment as Causes of Conflict* (Stockholm: Swedish International Development Agency, 2000).

²¹ For instance, a report by Population Action International assesses the interplay among demographic dynamics (in particular high proportions of young people and rapid urban population growth), land and water scarcities, and HIV/AIDS. See Richard P. Cincotta, Robert Engelman, and Daniele Anastasion, *The Security Demographic. Population and Civil Conflict after the Cold War* (Washington, DC: Population Action International, December 2003).

structural adjustment programs. Against this backdrop, opposing elites engaged in savage competition and extremist politics that led to civil war and genocide.²²

In Chiapas, Mexico's southernmost state, marginalized peasants, predominantly drawn from Mayan indigenous communities, rose up in 1994. The conflict, which took more political than violent forms, was driven by rampant inequality (widespread poverty in the face of natural wealth), demands for land reform, population pressures, inappropriate farming and ranching methods, rapid deforestation, austerity and lack of rural credit, and the domination of the political system by narrowly-based elites.²³

Energy, water availability, food security, and infectious disease are among the major concerns in the environment-security-conflict nexus. Below is a brief discussion of these factors, along with considerations of livelihood and habitability issues and the impact of disasters increasingly driven or worsened by environmental degradation.

a. Energy²⁴

Energy issues manifest themselves in a number of ways, and are strongly focused on the dominant and most sought-after commercial source, petroleum.

Especially in the mainstream discussion, the connection between energy and security is being discussed as a challenge of supply security. The current discussion is shaped in particular by the rising demand in fast-developing countries such as China and India, which join the United States, Europe, and Japan as voracious consumers and heavily import-dependent nations. Supply security is both a concern about physical supplies (with the rate of new oil discoveries falling since the 1960s) and political developments in oil-rich nations. The economic security of both supplier and buyer nations is potentially compromised by severe price swings.

Major powers have repeatedly intervened in resource-rich countries, militarily and by other means, in order to directly control, or more broadly secure access to, lucrative resources. The result has often been enduring political instability. Against the backdrop of surging demand for oil, geopolitical rivalries for preferential access are today again intensifying among major importers.

Oil income has led to a massive militarization in some regions (particularly the Middle East). Governments of oil-rich nations have tended to over invest in weapons and armies, and underinvest in human needs. And in a number of oil producing countries (such as Angola, Nigeria, Sudan, Iraq, and Colombia), oil resources have either driven internal conflicts or helped finance such struggles, leading to massive human rights violations and an erosion of human security.

Finally, oil (along with natural gas and coal) of course plays a central role with regard to carbon emissions and thus climate stability, an issue that poses grave threats to human safety everywhere on the planet.

²² Michael Renner, *Fighting for Survival. Environmental Decline, Social Conflict, and the New Age of Insecurity* (New York: W.W. Norton & Co., 1996), pp. 114-122.

²³ *Ibid.*, pp. 122-130.

²⁴ Thomas Prugh, Christopher Flavin and Janet L. Sawin, "Changing the Oil Economy," in *State of the World 2005*, op. cit note 14, pp. 100-119; Michael Renner, "Resource Dimensions of the Global Security Agenda," Paper presented at Conference on Rethinking Global Security: An African Perspective, Nairobi, Kenya, 23 February 2006.

b. Water²⁵

Water is the most precious resource. Both the quantity and quality are crucial for meeting fundamental human needs. Worldwide, more than 430 million people currently face water scarcity, and the numbers are set to rise sharply. Given population growth, nearly 3 billion people are expected to live in water-stressed countries by 2015.

Conflicting claims over water resources have been cited as a possible cause of violent clashes between nations that share rivers such as the Nile, Tigris and Euphrates, Ganges, and Brahmaputra. The waters of the Jordan and Litani rivers did indeed play a role in the Middle Eastern conflicts between Israel and its Arab neighbours. For a number of reasons, cooperation, rather than conflict, has so far been the norm among riparian states. One is that a militarily weak downstream country is unlikely to challenge its upstream neighbour over water allocation issues. And riparian countries often conclude that a diplomatic solution—working out an agreed plan to share available water resources—is far preferable to a violent solution. Still, this may not necessarily hold true in the future.²⁶

Meanwhile, water-related conflict is far more likely to occur within, than between, nations. China, India, Mexico, the United States, Spain, the Central Asian republics, and parts of the Middle East and Africa are among the countries and regions in which growing water scarcities have caused considerable internal disputes and, in some cases, violent confrontations.

c. Food Security²⁷

An adequate and reliable supply of food is one of the most basic determinants of how secure or insecure people are. Food security is at the intersection of water availability, poverty, land distribution, and environmental degradation. And among the major food security threats on the horizon are climate change, the loss of biodiversity, and the possible repercussions of monocultures and factory farming.

After a steady decline during the first half of the 1990s, the U.N. Food and Agriculture Organization found that hunger grew again in the latter part of the last decade. Nearly 2 billion people worldwide suffer from hunger and chronic nutrient deficiencies.

Some 1.4 billion people live precariously off marginal lands. Of these, more than 500 million people live in arid regions, more than 400 million people eke out a meager living on soils of very poor quality, some 200 million small-scale and landless farmers are compelled to cultivate steep slopes, and 130 million people live in areas cleared from rainforests and other fragile forest ecosystems. The soil productivity of slopes and formerly forest-covered lands tends to be exhausted relatively swiftly, forcing people to move on to seek opportunity elsewhere, sometimes in distant cities or in competition with other rural dwellers.

²⁵ For a recent treatment of water conflict and cooperation, see Wolf, Kramer, Carius, and Dabelko, "Managing Water Conflict and Cooperation," *op. cit.* note 18, pp. 80-95. Also, see Peter H. Gleick, "Water and Conflict," and Miriam R. Lowi, *West Bank Water Resources and the Resolution of Conflict in the Middle East*, both in *Occasional Paper No. 1*, Project on Environmental Change and Acute Conflict, American Academy of Arts and Sciences and University of Toronto, September 1992.

²⁶ John Reid, "Water Wars: Climate Change May Spark Conflict," *Independent*, 28 February 2006.

²⁷ This discussion is based on Danielle Nierenberg and Brian Halweil, "Cultivating Food Security," in *State of the World 2005*, *op. cit.* note 14, pp. 62-77. Also see U.N. Food and Agriculture Organization, *The State of Food Insecurity in the World 2003* (Rome: 2003).

Depending on the circumstances, the outcome of food insecurity may in some cases be a violent one. In Africa's Sahel region, there are increasing clashes between herders and farmers competing for scarce productive land, particularly as desertification increases. Examples include conflicts in northern Nigeria, Kenya, and in Sudan's Darfur region. The clashes may be reported as ethnic and religious struggles (or even be perceived as such by the protagonists), but it is clear that resource scarcities play an important role.²⁸

d. Infectious Disease²⁹

Although the poor are most vulnerable, societies across the planet are confronting a resurgence of infectious diseases. Some 20 known diseases have re-emerged or spread geographically in recent years, and many new ones, such as SARS and avian flu, have been identified. Pathogens are crossing borders with increasing ease, facilitated by growing international travel, trade, and migration, but also riding the coattails of social upheaval inherent in war and refugee movements.

Environmental factors play an important role in human susceptibility to and transmission of diseases. Logging, road-building, dam construction, and climate change enable diseases like malaria, dengue fever, and schistosomiasis to spread to previously unaffected areas or bring people into closer proximity with new disease vectors.

Disease burdens can in some cases be sufficiently severe to undermine economies and threaten social stability. In the poorest developing countries, infectious diseases are deepening poverty and widening inequality, drastically reducing life expectancy, overwhelming fragile health systems, and severely taxing overall economic health. The HIV/AIDS epidemic in southern Africa, in conjunction with malaria, already has a devastating impact on farm production and food security because it incapacitates and kills primarily young adults during their peak productive years. (AIDS is projected to claim a fifth or more of the agricultural labour force in most southern African countries by 2020.)

Water, food, and health challenges, among others, can undermine livelihoods, overwhelm communities' ability to cope, and unravel the social fabric of fragile societies, particularly when adverse impacts make themselves felt in highly unequal ways. But they can also lead to violent conflict, setting different communities against each other in direct competition over scarce resources, as has been the case, for instance, between farmers and pastoralists in Darfur.³⁰

e. Livelihood and Habitability Challenges

Environmental degradation may in some cases be sufficiently extreme to undermine the habitability of a given area and to compel affected populations to leave in search of new homes. Growing water scarcity, soil erosion, desertification, deforestation, and other environmental calamities are now contributing to the uprooting of large numbers of people—in effect creating flows of “environmental refugees.” Although reliable (or uncontroversial) estimates do not exist, environmental refugees in all

²⁸ Ed Stoddard, “Scarce, Degraded Land Is Spark for Africa Conflict,” *Yahoo News*, 22 July 2005; Tim Large, “Interview: Advancing Deserts Fuel African Conflicts,” *Reuters AlertNet*, 23 January 2006.

²⁹ Dennis Pirages, “Containing Infectious Disease,” in *State of the World 2005*, op. cit. note 14, pp. 42-59; Jonathan Ban, *Health, Security, and U.S. Global Leadership* (Washington, DC: Chemical and Biological Arms Control Institute, 2001).

³⁰ Dan Connell, “The Politics of Slaughter in Sudan,” *Middle East Report Online*, 18 October 2004, www.merip.org/mero/mero101804.html; Peter Verney, “Darfur's Manmade Disaster,” *Middle East Report Online*, 22 July 2004, www.merip.org/mero/mero072204.html.

likelihood already number in the tens of millions worldwide.³¹ An estimated 135 million people—many in sub-Saharan Africa—are at risk of being driven from their lands because of desertification.³² And climate change may cause as many as 150 million environmental refugees by 2050, according to the Intergovernmental Panel on Climate Change.³³

Such displaced populations may find it difficult to find new livelihoods in other rural areas (or in already-crowded cities) and may even clash with unwelcoming host communities. The influx of people can impose a considerable burden on the receiving area in terms of increased competition over land, water, jobs, communal facilities, and social services. This is especially the case if the host community's economy is stagnant or in decline, if government is corrupt and indifferent to the needs of its people, or if the influx is sudden and massive. All too often, newcomers are seen as unwelcome competitors and accused of irredeemably altering the local culture and customs. And political leaders or challengers are sometimes eager to capitalize on stirring up resentments.³⁴

f. Disasters

In addition to the gradual undermining of livelihoods, environmental degradation is setting the stage for more frequent and more devastating natural disasters. And the deterioration of forest watersheds, wetlands, coral reefs, and other ecosystems also means that human communities have less protection against extreme weather events and other disasters.

The number of disasters has risen from about 750 in 1980-84 to almost 2,000 in 2000-2004. The number of people affected has risen from about 500 million to 1.4 billion during the same period of time.³⁵ And the pace is likely to accelerate in coming years as climate change translates into more intense storms, flooding, heat waves, and droughts.

Disasters often have devastating impacts on the safety and wellbeing of affected communities in terms of people killed and injured, health epidemics, dwellings destroyed, and damage to industries, fisheries, agriculture, and critical physical infrastructure. Economic and ecological marginalisation worsen the impacts on poor people and ethnic minorities.

Disasters may undermine the long-term habitability or economic viability of an affected area. But even where the effects are more temporary, disasters often exact a heavy toll in terms of indebtedness, poverty, and unemployment. Such adverse effects can easily deepen fault lines—between rich and poor, urban and rural communities, and different ethnic groups. In divided societies, conflict may arise if relief and reconstruction aid are wielded as a tool for dispensing favours to one community or group over another or for tightening the government's political control.³⁶

³¹ Rhoda Margesson, "Environmental Refugees," in *State of the World 2005*, op. cit. note 14, pp. 40-41.

³² "Creeping Desertification: The Cause and Consequence of Poverty," *Environment News Service*, 18 June 2004.

³³ Ibid.

³⁴ Renner, *Fighting for Survival*, op. cit. note 22, pp. 97-113; Hal Kane, *The Hour of Departure: Forces that Create Refugees and Migrants*, Worldwatch Paper 125 (Washington, DC: Worldwatch Institute, June 1995).

³⁵ Center for Research on the Epidemiology of Disasters (CRED), *EM-DAT: The OFDA/CRED International Disaster Database*, at www.em-dat.net; Munich Re, *Annual Review: Natural Catastrophes in 2005* (Munich: 2006).

³⁶ Michael Renner and Zoë Chafe, "Turning Disasters into Peacemaking Opportunities," in Worldwatch Institute, *State of the World 2006* (New York: W.W. Norton & Co., 2006).

It is not a given that competition over scarce resources or the repercussions of environmental degradation will lead to violent conflict. But they often do sharpen hardships and burdens, heighten the desperation of those most affected, and reinforce the perception that disputes are of a “zero-sum” nature. Different social groups and communities experience the effects of resource depletion and environmental degradation unevenly. These divergences can reinforce social and economic inequities or deepen ethnic and political contention.

Because many societies fall short on conflict prevention and mediation capacities, and political leaders (or their challengers) often find that they can gain influence or strengthen their power by fanning the passions, it is likely that environmental factors will play an increasingly important role in triggering or aggravating conflicts. Worst-case outcomes are more likely where political grievances are left to fester, where public institutions are weak or corrupt, and where weapons (particularly small arms) are easily available.

4. The Repercussions of Resource Wealth

Whereas the connection between resource scarcity and conflict is still a relatively young field of study, struggles over resource wealth are well-documented. Indeed, throughout human history, big powers have repeatedly intervened in resource-rich countries, militarily and by other means, in order to control lucrative resources. There are indications that a fresh round of jockeying among major powers (and importers) is in the offing.³⁷

During the 1990s and the first decade of the new century, resources such as oil, minerals, metals, diamonds, timber, and agricultural commodities have played an important role in a number of civil wars. The money derived from the often illicit resource exploitation in war zones has secured an ample supply of arms for various armed factions and enriched a handful of people—warlords, corrupt government officials, and unscrupulous corporate leaders. But for the vast majority of the local people, these conflicts have brought a torrent of human rights violations, humanitarian disasters, economic calamity, and environmental destruction. Some 5 million people were killed in resource-related conflicts during the 1990s, close to 6 million fled to neighboring countries, and 11–15 million people were displaced inside their own countries.³⁸

We can distinguish three different sets of circumstances:³⁹

1. In some places, including Colombia (oil and cocaine), Angola (oil and diamonds), Afghanistan (opium, lapis lazuli), and Cambodia (timber), the pillaging of resources allowed violent conflicts to continue that were initially driven by grievances, or by secessionist and ideological struggles.

³⁷ Michael T. Klare, *Resource Wars: The New Landscape of Global Conflict* (New York: Metropolitan Books, 2001).

³⁸ These figures are from Michael Renner, *The Anatomy of Resource Wars*, Worldwatch Paper 162 (Washington, DC: Worldwatch Institute, October 2002). Key pieces of literature in this field include, among others: Klare, op. cit. note [21]; Mats Berdal and David M. Malone, eds., *Greed and Grievance: Economic Agendas in Civil Wars* (Boulder, CO: Lynne Rienner Publishers, 2000); Karen Ballentine and Jake Sherman, eds., *The Political Economy of Armed Conflict. Beyond Greed and Grievance* (Boulder, CO: Lynne Rienner Publishers, 2003); Michael Ross, “Natural Resources and Civil Conflict: Evidence from Case Studies,” University of Michigan, Department of Political Science, 11 May 2001; Philippe Le Billon, “The Political Ecology of War: Natural Resources and Armed Conflicts,” *Political Geography*, No. 20 (2001), pp. 561-584; Ian Bannon and Paul Collier, eds., *Natural Resources and Violent Conflict: Options and Actions* (Washington, DC: World Bank, 2003); and several reports by the London-based group Global Witness.

³⁹ Renner, *The Anatomy of Resource Wars*, op. cit. note 38.

2. Elsewhere, including Sierra Leone (diamonds), Sudan (oil), and to some extent in the Democratic Republic of the Congo (a range of minerals), governments or armed groups initiated violence as a way to seize control of a coveted resource.
3. Commercial resource extraction and large-scale infrastructure projects (such as dams) can also be a source of conflict where governance is undemocratic and corrupt. The economic benefits typically accrue only to a small domestic elite and to multinational companies and their shareholders, while the local population (most often poorer communities, minority groups, and indigenous peoples) shoulders an array of social, health, and environmental burdens. Often, it is indigenous communities that are confronted by the operations of oil, mining, and logging firms. Examples include Nigeria's Niger Delta (oil), Indonesia's Aceh and West Papua provinces (oil, gas, gold, timber), Papua New Guinea's Bougainville island (copper), India (dam-building for irrigation), and Guatemala (dam-building for power generation).⁴⁰

Some analysts have argued that it is either resource wealth or resource scarcity, but not both, that gives rise to conflict.⁴¹ But this is a false dichotomy, hewing more to the purity of academic theory than allowing for the world's many complexities and contradictions. Where resource wealth is a factor in conflicts, it is primarily non-renewable resources such as fuels and minerals that are at issue (though a nominally renewable one, such as timber, is important as well). On the other hand, where resource scarcity is a factor, it concerns principally resources that cannot be looted and traded, such as farmland and water.

Still, conditions of resource wealth often co-exist with conditions of depletion and deprivation. For instance, the operation of a copper mine on the Pacific island of Bougainville, Papua New Guinea, in the 1970s and 1980s caused such massive damage (contaminated rivers and decimated crop harvests) while the economic benefits accrued primarily to the central government and foreign investors that the native population decided to launch a sabotage campaign against the mine. This developed into a full-fledged guerrilla war that shut down the mine and lasted for several years. Although secessionist aspirations had existed on Bougainville, these only rose to the forefront (the guerrilla front declared independence in 1990) after the environmental devastation had triggered hostilities.⁴²

In Nigeria's Niger Delta, rich oil deposits have generated revenues on the order of \$300 billion over the last few decades. Yet not only have the Delta communities been bypassed by this wealth generation because of largely unrepresentative and corrupt government (crushing poverty is the defining reality of the region), but they have also actively suffered from rapacious oil extraction. Their fields and fishing grounds have been polluted by leaky pipelines and the practice of flaring off natural gas found in conjunction with oil, and human health is impaired.⁴³

⁴⁰ Examples are discussed and sourced in *Ibid*, op. cit. note 38, and in Renner, *Fighting for Survival*, op. cit. note 22. Guatemala from Barbara Rose Johnston, "Harnessing Wild Rivers: Who Pays the Price?" in *State of the World 2005*, op. cit. note 14, pp. 92-93.

⁴¹ Indra de Soysa, "The Resource Curse: Are Civil Wars Driven by Rapacity or Paucity?" in Mats Berdal and David M. Maline, eds., *Greed and Grievance: Economic Agendas in Civil Wars* (Boulder, CO: Lynne Rienner Publishers, 2000).

⁴² Volker Böge, *Bougainville: A 'Classical' Environmental Conflict?*, Occasional Paper No. 3, Environment and Conflicts Project (ENCOP), Bern, Switzerland, October 1992; Conciliation Resources, *Accord*, No. 12/2002, special issue on "Weaving Consensus: The Papua New Guinea-Bougainville Peace Process," www.c-r.org/accord/boug/accord12/index.shtml.

⁴³ Human Rights Watch, *The Price of Oil: Corporate Responsibility and Human Rights Violations in Nigeria's Oil Producing Communities* (New York: January 1999); Global Exchange and Essential Action, *Oil for Nothing: Multinational Corporations, Environmental Destruction, Death and Impunity in the Niger Delta* (San Francisco, CA and Washington, DC: January 2000); Amnesty International, "Ten Years On: Injustice and Violence Haunt the Oil

5. Environmental Impacts of War and War Preparation

While much attention has been devoted to the complex relationship between environmental breakdown and conflict dynamics, there are also important connections in the reverse direction: warfare and war preparation impose a range of environmental costs.

a. Environmental Impacts of War Preparation⁴⁴

The maintenance of military bases and installations, the production, testing, and upkeep of conventional, chemical, and nuclear arms, and the training of armed forces consumes substantial amounts of energy, generates large quantities of toxic and radioactive wastes, contributes to air pollution and global warming, and imposes a heavy toll on often fragile land.

The maintenance of modern weapons systems and military bases entails the use of large quantities of toxic materials and wastes. In the United States, for example, it was estimated that the armed forces generated about half a million tons of toxic wastes (stemming from fuels, paints, solvents, propellants, explosives, etc.) annually during the 1990s. Negligent handling of such dangerous materials during the decades of the Cold War resulted in more than 17,000 contaminated sites on 1,855 U.S. military bases.

Producing and maintaining nuclear arsenals also entails tremendous environmental and human health costs. In the United States, more than 3,200 individual sites were identified after the end of the Cold War as having soil and/or groundwater tainted by radioactive contamination. These waste and contamination problems are matched by those found in the former Soviet Union.

The world's armed forces control large expanses of land. While some areas, off limits to the general public, have thrived as wildlife refuges, land used for weapons testing and military manoeuvres suffer tremendous degradation and pollution. Manoeuvres demolish the natural vegetation and compact and erode soil. Bombing and shooting ranges leave behind a wasteland contaminated and littered with unexploded ammunitions.

When weapons and ammunitions become obsolete—either because of changed political and military circumstances or due to the passage of time—the surplus stocks need to be decommissioned. Surplus arms were long incinerated, exploded, or simply jettisoned without much thought as to the release of toxic materials. For instance, conventional munitions and chemical weapons were dumped at sea on a massive scale after World War II, a practice that is now outlawed.

In the aftermath of the Cold War, environmental concerns received far greater attention in disarmament efforts, particularly with regard to the (ongoing) task of chemical weapons disarmament in the United States and Russia. The decontamination of military bases and arms production sites and the proper handling and storage of chemical and nuclear weapons-related materials will ultimately cost hundreds of billions of dollars worldwide. (But the most severely polluted sites may simply have to be kept off limits to human use.)

Delta," 3 November 2005), web.amnesty.org/library/index/engaf440222005; Michael Peel, *Crisis in the Niger Delta: How Failures of Transparency and Accountability are Destroying the Region*, Briefing Paper AFP BP 05/02, Chatham House, July 2005.

⁴⁴ This section is based on Michael Renner, "Assessing the Military's War on the Environment," in Lester R. Brown et al., *State of the World 1991* (New York: W.W. Norton, 1991), pp. 132-152, and on Michael Renner, "Cleaning Up After the Arms Race," in Lester R. Brown et al., *State of the World 1994* (New York: W.W. Norton, January 1994), pp. 137-155.

b. Environmental Impacts of Armed Conflict⁴⁵

Inevitably, armed conflict causes considerable damage to the natural environment. In recent years, the United Nations Environment Programme (UNEP) has shed much-needed light on the broad array of impacts in a number of conflict areas. UNEP's Post-Conflict Assessment Unit has undertaken both field research and desk studies concerning Afghanistan, Albania, Bosnia-Herzegovina, Kosovo, Serbia and Montenegro, Macedonia, Iraq, Liberia, and the Occupied Palestinian Territories.⁴⁶ Much environmental degradation caused by armed conflict is unintentional, but some of it is deliberate.

Armed conflict often involves the intentional destruction of fields or forests to deny enemy forces access to water, food, feed, construction materials. Denying an adversary cover or sanctuary, forests have been devastated by a variety of means in wars: spraying with herbicides (Vietnam War), use of heavy tractors equipped with special forest-clearing blades, saturation bombing, and setting of self-propagating wild fires. Landmines and unexploded ammunitions have pernicious impacts on the rural human environment.

A number of important rivers flow through more than one sovereign state, providing an opportunity for an upstream belligerent to divert or befoul the waters before they reach a downstream enemy with which it is engaged in armed conflict, a potentially major social and environmental calamity in an arid region. During the 1991 Gulf War, Turkey threatened to cut off the flow of water from the Tigris River into Iraq, but ultimately did not carry out its threat.

Environmental warfare entails the manipulation of the natural or built environment for hostile military purposes. Attacks may be carried out (and in some cases have been carried out) with the intent of releasing dangerous pent-up forces as a de facto weapon against fresh-water impoundments (during the Sino-Japanese War of 1937-1945, World War II, and the Korean War); nuclear power stations (resulting in the release of radioactive elements); and industrial facilities that could release dangerous chemicals.

During the Gulf War of 1991, Iraqi forces set hundreds of oil wells ablaze (some of which burned for as long as eight months) and released huge amounts of oil into the Gulf waters for hostile purposes. During that same war and in the course of other conflicts such as the 1999 Kosovo War, U.S. and NATO forces attacked refineries, petrochemical plants and other industrial facilities, leading to the release of substantial quantities of toxic materials. And the massive movement of troops and equipment in the Gulf War imperilled an already fragile desert environment.

Over time, the environmental impact of warfare has grown, as technology has boosted the firepower and range of weapons. Any use of biological, chemical or nuclear weapons would likely have an extraordinarily severe impact on the environment. But concern is not limited to wars fought with sophisticated weapons. Low-tech "civil" wars can also have devastating impacts. In fact, many recent resource-related conflicts took place in some of the world's biodiversity hotspots and other areas of great environmental value, in the Democratic Republic of the Congo, Indonesia, Colombia, and other countries.

As noted earlier, lucrative natural resources have attracted a range of armed groups, who have engaged in rapacious resource extraction. Because such activities are carried out illegally, and because loggers and miners are intent on extracting resources before they might lose control over a resource-rich area, they have no incentive to conduct their

⁴⁵ Warwick A. Fox, Michael Renner, and Arthur H. Westing, "Environmental Degradation as Both a Consequence and Cause of Armed Conflict," *Environmental Awareness*, Vol. 25, No. 1 (January-March 2002), pp. 5-19. Also available online, World Future Society, www.wfs.org/fox.htm.

⁴⁶ UNEP Post-Conflict Branch, at postconflict.unep.ch/index.htm.

operations in a responsible manner. Their primary interest is in raising funds for weapons purchases or self-enrichment and they try to extract as much, and as fast, as possible. This translates into tremendous environmental devastation.

Forests, jungles, and wetlands are also sometimes the setting for ongoing battles between rival forces. Additional stress is placed on such areas due to the influx of refugees. For example, the Rwandan civil war of 1990–94 spilled over into neighbouring Zaïre (now the Democratic Republic of the Congo), with both sides conducting military operations in the Virunga National Park area. The military presence in the forest kept growing, landmines were laid, poachers decimated wildlife, and vegetation was cut down.

Following the Rwandan genocide, nearly 2 million people left Rwanda in a sudden, massive outflow in July 1994; half went to eastern Zaïre and settled mostly on the edge of Virunga Park or inside it. Desperate for firewood, the refugees cut and gathered as much as 1,000 tons of wood a day, causing serious deforestation. Over a period of 27 months, a total of 113 square kilometres of forestland was affected; of that, 75 square kilometres were clear cut. The subsequent Congolese civil wars imposed additional burdens on Congo's national parks—Kahuzi-Biega, Salonga, Virunga, Maiko, Garamba—and the Okapi Wildlife Reserve, driving elephant and eastern lowland gorilla populations to near-extinction.⁴⁷

6. Promoting New Ways of Peacemaking

As the discussion so far has suggested, there are multiple negative feedback loops connecting environment and security. However, in principle there is no reason why environment could not be connected with security in a positive manner. On the basis of shared environmental needs and interests, cooperation is possible among different communities and countries that are otherwise locked into relationships marked by suspicion and hostility.

a. Promoting Peace through Environmental Cooperation⁴⁸

Environmental challenges ignore political boundaries, require a long-term perspective, and encourage and necessitate participation by civil society. These are characteristics that lend themselves to transforming conflict and building peace.

Environmental cooperation can enhance mutual trust (by establishing pragmatic, working-level contacts across political divides); establish cooperative habits (among governments as well as at the society-to-society level); create common regional identities around shared resources; and thus over time helping to generate a new dynamic that could sustain broader peacemaking efforts.

There is indeed a growing array of initiatives worldwide that seek to promote what might be called “environmental peacemaking.” They include peace parks straddling international borders, shared river basin management plans, regional seas agreements, and joint environmental monitoring programs. Establishing conservation zones along the contested border between Peru and Ecuador was an important ingredient in settling the

⁴⁷ José Kalpers, *Volcanoes Under Siege: Impact of a Decade of Armed Conflict in the Virungas* (Washington, DC: Biodiversity Support Program, 2001); Terese Hart and Robert Mwinyihali, *Armed Conflict and Biodiversity in Sub-Saharan Africa: The Case of the Democratic Republic of Congo (DRC)* (Washington, DC: Biodiversity Support Program, 2001).

⁴⁸ This section is based on Ken Conca, Alexander Carius, and Geoffrey D. Dabelko, “Building Peace Through Environmental Cooperation,” in *State of the World 2005*, op. cit. note 14, pp. 144-157. For a more detailed discussion, see Ken Conca and Geoffrey D. Dabelko, eds., *Environmental Peacemaking* (Washington, DC, Baltimore, and London: Woodrow Wilson Center Press and Johns Hopkins University Press, 2002).

armed conflict between the two South American nations. In southern Africa, a joint water commission in the Okavango River Basin among Angola, Namibia, and Botswana is helping to manage these countries' incompatible water use plans and thus to reduce the likelihood of conflict. And in the southern Caucasus, environmental issues may provide a way for the states in this conflict-ridden region (Georgia, Armenia, and Azerbaijan) to cooperate.

There is thus some evidence that environmental protection and restoration may be one of the few topics around which ongoing dialogue can be maintained among adversaries. But far more study is required to fully understand the opportunities and obstacles for such initiatives. To date, they have received relatively little attention.

b. Promoting Peace through Joint Humanitarian Action⁴⁹

Environmental protection is ultimately in everyone's interest, but this is a realization that is often concealed by short-term interests. As mentioned earlier, environmental degradation is increasingly translating into more frequent and more devastating natural disasters such as storms, floods, and droughts. In other cases, it weakens the integrity of ecosystems that provide protection against the impact of disasters.

Although disaster prevention is of course the preferable course, disasters sometimes do entail a silver lining. A disaster may inflict suffering that cuts across the divides of human conflict, prompting common relief needs and making protagonists realize that reconciliation is essential for reconstruction and recovery. A prominent example is Indonesia's Aceh province after the December 2004 tsunami. It triggered a new mood of reconciliation that allowed the 29-year conflict there to be brought to an end in 2005.

Still, disasters do not automatically translate into cooperation (and, as developments in Sri Lanka—which was also hit hard by the Indian Ocean tsunami—show, post-disaster dynamics could even rekindle a conflict, if the complex issues are not handled well⁵⁰). Smaller-scale disasters or slow-onset disasters may not generate the sudden jolt necessary to transform conflict dynamics. Political leaders may not possess the courage or wisdom to break with deeply-ingrained conflict patterns. Quarrels could even sharpen in the wake of disasters, particularly over the distribution of relief aid. Finally, some types of disasters, such as droughts, exhibit characteristics that are less conducive to peacemaking (disputes over scarce land and water between different communities may gain precedence over common interests).

Both environmental and humanitarian peacemaking thus need active, visionary political leadership in order to be translated from theoretical opportunity to real-world breakthrough.

* * *

As this brief review suggests, there are a multitude of connections among environment, resources, security, conflict, and peacemaking. Some of these links have received far more attention—from academics, NGOs, the media, and policy-makers—than others. Even where governments have not advertently or intentionally addressed the topic of environmental security, a range of relevant policy actions are developing and a variety of on-going practical governmental and non-governmental programmes and projects are having a noticeable impact on improving the interplay between environment and security in many critical areas in the world.

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⁴⁹ Renner and Chafe, "Turning Disasters into Peacemaking Opportunities," *op. cit.* note 36.

⁵⁰ Jonathan Goodhand and Bart Klem, with Dilrukshi Fonseka, S.I. Keethaponcalan, and Shonali Sardesai, "Aid, Conflict and Peacebuilding in Sri Lanka, 2000 – 2005," August 2005, available at www.asiafoundation.org/Locations/srilanka_publications.html.

II-A. Profile of Austria

Version 1 – 14 June 2006

*Prepared by Johannah Bernstein
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Laura Leland*



1. Austria's Approach to Environmental Security

The significant change in Austria's own threat scenario has been an important factor in the readjustment of its security policy concepts. Austria's "Security and Defence Doctrine" (otherwise known as the Austrian Security Strategy), adopted in December 2001, now officially recognises the downgrading of conventional threats and the increasing relevance of new risks and threats in the international security environment.¹

The Austrian Security Strategy is grounded in the principles of comprehensive security, preventive security, and European solidarity. It expresses the concept of comprehensive security as including the "promotion, safeguarding and restoration of peace and stability as well as individual and/or collective self-defence under the following fundamental principle: *as much as co-operative promotion of peace as possible and only as much force as necessary*".²

The Austrian Security Strategy also identifies environmental degradation and resource depletion among the new forms of global threats and challenges to security policy. The other key threats referred to include: proliferation of weapons of mass destruction, terrorism, organized crime, destabilizing developments in armaments, ethnic conflicts, phenomena of political fragmentation, totalitarian ideologies and fundamentalist religions, demographic trends and migration, problems of energy and resources, problems of food supply, and environmental hazards.³

In her speech to the 59th Session of the United Nations General Assembly, former Austrian Foreign Minister Dr. Benita Ferrero-Waldner (now European Commissioner for External Affairs) underscored Austria's commitment to addressing the so-called "soft threats" of economic and political instability as seriously as hard threats such as terrorism, weapons of mass destruction, etc. Dr. Ferrero-Waldner stressed the importance of the concept of human security as one that actually transcends the concept of "hard threats" and "soft threats".⁴

2. Austria's Overarching Environmental Security Priorities

Austria's environmental security priorities can best be discerned from the thematic priorities formally recognised in Austrian development cooperation policy. The most relevant priorities include: water and sanitation; rural development; energy; conflict prevention and resolution; and good governance and the development of democratic structures.

¹ Wosolsobe, Brigadier Wolfgang. "Austria's Security and Defence Policy". Austrian Ministry of the Defense. International: Issue 1, Edition 1/2006. Truppendienst International. 13 Mar 2006. <http://www.bmlv.gv.at/truppendienst/international>

² Ibid.

³ Ibid.

⁴ Ferrero-Waldner, Benita. "Speech to the 59th Session of the United Nations General Assembly." 23 Sep 2003: New York. United Nations. 13 Jan 2006. <http://www.un.org>

Of course, Austria's broader security priorities are reflected in its strong strategic interest in the stability of South Eastern Europe and more specifically, the Western Balkans. Doubtless the Western Balkans is now the region in which Austria is making the most direct and wide-ranging contribution to security and stability. Supporting the Western Balkans is in now one of the central tasks of Austrian foreign policy, especially to support them as a partner on their road towards Europe, both at a bilateral level and within the EU.

3. How Austria Mainstreams Environmental Factors in Foreign and Security Policy

Austria's foreign policy and Austrian diplomacy is being adapted to new realities such as the new "threat environment", in which environmental degradation, poverty, disease, and disrespect for human rights are now regarded with equal importance as the more conventional "hard threat"/global challenges that had been the primary focus of foreign policy. This trend is officially reflected in the formal recognition of the concept of comprehensive security in the Austrian Security Strategy.⁵

Austria also maintains that a foreign policy that is grounded in a comprehensive concept of security will have to develop new instruments of foreign policy and give more weight to approaches that are undertaken in other policy spheres but which are directly relevant to the advancement of foreign policy objectives.

The overriding focus of Austria's foreign policy will remain a stable and reliable central Europe as well as continuing peace and security at the global level. Austrian Foreign Minister Dr. Ursula Plassnik calls for "a new way of looking at foreign policy and its manifold players. She stresses that new approaches to foreign policy in concrete terms will have to be tangible, timely and flexible responses to immediate needs, for the direct benefit of those requiring assistance."⁶

For example, funding from the Austrian Development via the Austrian export promotion scheme in support of the construction of a hydro-electric power plant in Basochhu in Bhutan, would be a form of "foreign policy in concrete terms". Similarly, the training of local police officers in Macedonia, or the dispatch of water treatment specialists to Sri Lanka to provide post flood assistance, or indeed Austrian aid to support communities in Africa, Asia, and Central America and the Balkans to improve their quality of life represents other important examples of foreign policy on the ground.⁷

4. How Austria Mainstreams Conflict Prevention and Livelihood Protection into Development Cooperation

The Austrian Development Cooperation programme is a key element of Austrian Foreign Policy. The Austrian Development Cooperation and Cooperation with Eastern Europe is responsible for the implementation of over 700 projects with the goals of reducing global poverty, safeguarding peace and human security and preserving the environment.

Austrian development cooperation recognises that violence contributes directly to poverty. However, the Austrian Development Agency (ADA) acknowledges that much still remains to be done to link development cooperation practically, operationally, politically,

⁵ Federal Minister Dr. Ursula Plassnik . "Working together in the best interests of all: Austrian Foreign Policy in the New Europe". Haus der Industrie, Vienna, 27 Apr 2005: Vienna.

⁶ Ibid.

⁷ Ibid.

and analytically, to human rights, the issue of gender, conflict prevention and the fight against terrorism, as well as to the sustainable use of natural resources.

As noted in the Austrian Foreign Policy Yearbook 2003, in order to guarantee longer-term success for development cooperation, Austria intends to strengthen those structures and capacities of the partner countries that are necessary for enhancing social stability and for environmental protection. Insecurity, ethnic tensions, or ecological over-exploitation all play a role in undermining the macroeconomic conditions necessary for sustaining long-term stable development. In conformity with Austria's sustainable development policy, Austria's development cooperation programme has placed high priorities on the following issues: conflict prevention, human rights-strengthening, democratisation, the rule of law, and good governance, as well as an environmentally and socially compatible development policies, renewable energy and sustainable water management.⁸

To further support these efforts, increased endeavours are being made to develop coherent national and international policies, i.e. at the political and operational levels, with the aim to achieve consistent courses of action in the context of development cooperation, trade, defence and foreign policies.⁹ The special focus of Austrian development-cooperation conflict prevention and reconciliation is manifested in such endeavours as political and religious dialogue, promotion of peace, peace education and fight against trafficking of human beings.

5. How Austria Engages in Environmental Cooperation

Austria, whilst maintaining its neutral status, supports measures to deepen the Common Foreign and Security Policy (CFSP) and the development of a common European Security and Defence Policy (ESDP). Although engaged in the Partnership for Peace (PfP) programme with troops in Afghanistan as part of the NATO-led International Security Assistance Force (ISAF), as well as in Bosnia and Kosovo, Austria has no current plans to join NATO. Austria supported EU enlargement, and shares a border with four of the new members: the Czech Republic, Hungary, Slovenia and the Slovak Republic: countries with a shared common history under the Austro-Hungarian Empire.

One particularly interesting example of Austria's environmental cooperation endeavours is the Danube Cooperation Process. It was launched in 2003 by the foreign ministers of the 13 participating countries of the Danube basin as well as the EU Commission and the Stability Pact for South-Eastern Europe. Austria's Foreign Policy Yearbook of 2004 further describes the aim of the initiative as creating a broad political forum for the Danube region, in which important regional issues can be formulated, goals defined, and programmes devised. This is intended to enhance cooperation in the region, guide the wide range of activities and organisations toward common regional goals, and contribute to the economic and political stabilisation of, in many respects, this very heterogeneous region.¹⁰

Another important example of Austria's security-related cooperation activities is the Human Security Network, of which Austria recently concluded its presidency. Under Austria's Presidency of the network, for the first time ever, the network participated with joint statements and debates of the Security Council.

⁸ Federal Minister of Foreign Affairs. "Austrian Foreign Policy Yearbook". Vienna: 2003. http://www.austria.or.jp/overview/1145_afpy_complete.pdf

⁹ Austrian Development Agency. 14 Jun 2006. <http://www.ada.gv.at>

¹⁰ Federal Minister of Foreign Affairs. op. cit.

6. How Austria Engages in Environmental Conflict Prevention and Resolution

The Austrian Security Strategy recognises that since single states are less equipped to deal with new challenges and threats, Austria's efforts must be aimed increasingly at the prevention of violent conflict. In this light, its security policy is formally directed at the prevention of war and peaceful coexistence of nations – based on the Charter of the United Nations, on international conventions for the protection of basic and liberty rights, on the Convention for Protection of Human Rights and Fundamental Freedoms, and on the European Charter of Fundamental Rights.

7. Conclusion

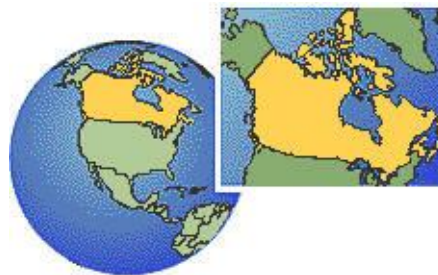
The Austrian development cooperation policy reflects Austria's environmental security priorities. The most relevant priorities include: water and sanitation; rural development; energy; conflict prevention and resolution; and good governance and the development of democratic structures.

Austria's broader security priorities are reflected in its strong strategic interest in the stability of South Eastern Europe and more specifically the Western Balkans, where Austria is engaged in wide-ranging contribution to security and stability. Supporting the Western Balkans is in now one of the central tasks of Austrian foreign policy, especially to support them as a partner on their road towards joining the EU.

II-B. Profile of Canada

Version 1 – 14 June 2006

*Prepared by Johannah Bernstein
with the assistance of Laura Leland*



1. Canada's Approach to Environmental Security Policy

Canada's International Policy Statement

In April 2005, the Government of Canada released "Canada's International Policy Statement: A Role of Pride and Influence in the World (IPS)". The IPS is Canada's first comprehensive framework to guide Canada's role in the world in the coming years. While it does not refer to environmental security *per se* as a specific goal, there are several important components of the IPS that reflect Canada's recognition of a broader concept of security. For example, the IPS specifically highlights the increased complexity and inter-linkages between domestic and international dimensions of security, development, economic growth, and the environment and asserts the need for comprehensive responses.¹

Second, Canada's Defence Policy Statement (a component of the IPS) acknowledges that the fluid nature of the international security environment makes it difficult to predict the precise threats that will confront the world in even five years' time. Therefore, Canada has decided to place a significant focus on failed and failing states, especially regarding the increase in environmental pressures, scarcity of resources, and disease pandemic, along with the specific threats that these phenomena present to regional and global security.²

Third, in responding to the increasingly complex security environment, Canada has funded over 8 billion CAD to address key security priorities.

Fourth, Canada has developed a long-term strategic framework to respond to new and emerging security threats. "Securing an Open Society: Canada's National Security Policy" is the first-ever policy of its kind in Canada, adopting an integrated approach to security issues across all spheres of government. It employs a model that can adapt to changing circumstances. The system begins with a comprehensive threat assessment, the information from which is used to develop integrated capabilities to prevent or mitigate the effects of the threat. In addition, effective evaluation and review are regularly conducted to ensure that alert and warning systems are structured to respond effectively to new and emerging threats.³

¹ "Canada, A Role of Pride and Influence in the World". 16 Jun 2005. Foreign Affairs Canada. 10 Jan 2006. <http://www.dfait-maeci.gc.ca>

² "The International Security Environment at the Beginning of the 21st Century". 12 May 2005. National Defence Canada. 10 Jan 2006. www.forces.gc.ca

³ "Securing an Open Society: Canada's National Security Policy". 30 Apr 2004. Government of Canada. 10 Jan 2006. <http://www.pco-bcp.gc.ca>

2. Canada's Overarching Environmental Security Priorities

The New Global Threats

In Canada's International Policy Statement (IPS), former Prime Minister Paul Martin highlights the new cluster of threats, which have influenced the new direction of Canada's security policy. First, reference is made to the new and emerging challenges that have been generated by the process of globalisation and the impact that environmental degradation has had in prompting natural disasters.

Second, the IPS notes that the increasingly weakened legitimacy and effectiveness of international institutions has prompted Canada to collaborate with other governments to promote a new and more robust form of multilateralism, one that takes place within a new global distribution of power.

Third, the growing influence of emerging powers such as China, India and Brazil has significant implications for Canada. On the one hand, with the national economy lagging behind Brazil, Korea and India, and Canadian ODA representing 3% of the global total, Canada can no longer be considered a "middle power". However, the growing demand of the emerging powers for Canadian commodities and energy resources has the potential to give Canada increased economic and strategic leverage in light of its vast natural resource base.⁴

A related point is made by the Canadian Council for International Cooperation in their 2003 briefing paper entitled "Directions for Canadian Foreign Policy in the Post Chrétien Era", namely that the dramatic shifts in US security priorities and multilateralism are now considered to be a core challenge facing Canadian foreign policy, within which the US perceives Canada as "soft" on security interests. This has placed considerable pressure on the Canada-US partnership.⁵

Canada's Geo-political Concerns

Canada's engagement with other key regions has had an obvious impact in the development of its foreign and security policy. A number of examples are highlighted below.

First, despite very different approaches to the global security threat, Canada's defence relationship with the US continues to be a high priority, especially in terms of sharing the defence burden for North America.

Second, Canada's has a unique Arctic environment, which is steadily becoming threatened by the impacts of climate change. As such, the focus in the Canadian Arctic will continue to focus on non-traditional threats. Canada's recent appointment of an Ambassador for Circumpolar Affairs will increase the focus on such threats and the importance of sustainable development in that region.

Third, the Canadian Government continues to contribute to supporting the transition to democracy in Central and Eastern Europe with a particular emphasis on helping to build democratic institutions, an independent media, and respect for human rights, good governance, free markets and environmentally sound practices.

⁴ "Canada, A Role of Pride and Influence in the World". op. cit.

⁵ Tomlinson, Brian. "Directions for Canadian Policy in the Post Chretien Era: A CCIC Briefing Paper". Sep 2003. Canadian Council for International Co-operation. 10 Jan 2006. <http://www.ccic.ca>

Fourth, Canada's security interests in the Asia-Pacific region have been prompted by continuing border disputes, human rights abuses, increase in weapons acquisition, ecological degradation, population growth and narcotics trafficking.

Fifth, Canadian policy in Africa will focus on working with partner countries on conflict prevention, and on addressing those factors such as environmental degradation, population growth, and poverty that continue to undermine security on that continent.⁶

3. How Canada Mainstreams Environmental Factors into Foreign and Security Policy

Enhancing the Relationship between Human Security and Sustainable Development

In the Government's *Foreign Affairs Agenda 2003*, one of the six goals calls for clarification of the understanding of "the interaction among the social, economic, and environment pillars of sustainable development, and of how human security and human rights relate to sustainable development".⁷ Activities under this goal have included: coordinating the campaign for landmines; promoting peacekeeping and civilian protection in the UN Security Council; and sponsoring peace-building initiatives in the UN and in regional security organisations.

A Sustainable Development Orientation for Foreign Policy

In the policy document entitled "The Protection of Our Security, Within a Stable Global Framework", Canadian foreign policy goals are described as including not only the promotion of democracy and good governance, human rights, and the rule of law, but specifically prosperity through sustainable development. The Canadian government also maintains that this broader orientation for foreign policy is best achieved through "approaches that broaden the response to security issues beyond military options and focus on promoting international cooperation, building stability, and preventing conflict. The government will advance this objective through a more integrated approach, marshalling all of our foreign policy instruments".⁸

Shift towards Conflict Prevention

In a December 2004 position paper entitled "Canadian Action Agenda on Conflict Prevention", the Canadian Peace-building Coordinating Committee (CCPI) called for the Canadian Government to shift the orientation of Canadian foreign policy towards conflict prevention and to develop a comprehensive programme to promote this agenda through bilateral and multilateral engagements.⁹

The CCPI stressed that in light of the potential to mitigate or indeed exacerbate violent conflict through international aid programming; Canada should integrate conflict assessment procedures into its aid policy and programme development and implementation efforts. As well, the CCPI highlighted the importance of involving civilians in conflict management mechanisms, including the creation of a Civilian Peace Service,

⁶ "The Protection of Our Global Security within a Stable Global Framework". 17 Feb 2003. Foreign Affairs Canada. 10 Jan 2006. http://www.dfait-maeci.gc.ca/foreign_poicy/cnd-world/chap4-en.asp

⁷ "Goal 4". 27 Jul 2002. Foreign Affairs Canada. 10 Jan 2006. <http://www.dfait-maeci.gc.ca/sustain/atenda2003/goal4.en.asp>

⁸ "The Protection of Our Global Security within a Stable Global Framework". op. cit.

⁹ Canadian Conflict Prevention Council. "Canadian Action Agenda on Conflict Prevention". Dec 2004.

and drawing on the experience of European countries, such as the UK's Civilian Peace Service that supports the peace efforts of local communities and assists them with such activities as: reintegration of refugees and ex-combatants; dispute resolution; opening of communication channels; and the development of democratic institutions.¹⁰

The Multilateralism Challenge

The continuing debate on how best to strengthen multilateralism also has relevance for the environmental security agenda, in particular the institutional challenge. In many cases, experience has shown that enhancing multilateralism is not just a matter of strengthening the United Nations; it means identifying and using new arrangements and rules outside of the UN, specifically in terms of strengthening regional arrangements, and of course failed or failing states. This means that more attention must be directed towards the development of integrated multilateral approaches to security responses in post conflict and post-conflict situations, especially where conflict has been generated by non-traditional threats, such as poverty and exclusion, as well as resource scarcity.

4. How Canada Mainstreams Conflict Prevention and Livelihood Protection into Development Cooperation

A Whole-of-Government Approach to Development

Canada's International Policy Statement on Development acknowledges that "an important aspect of increasing the effectiveness of Canada's international contribution will be to strengthen coherence among the Government's aid and non-aid policies and actions." The IPS maintains that development cooperation contributes to prosperity and security through long-term development, which reduces poverty. But it also provides support directly aimed at immediate needs for peace and security. As it has done in Haiti, Afghanistan and elsewhere, Canadian development cooperation will continue to be an integral part of the Government's response to crisis situations.

Of course, development tools are required for the government to fully implement its peace, development, and security priorities. This requires a predictable and stable source of funding. The Canadian Government's Budget 2005 restructures the International Assistance Envelope into five pools devoted to development, international financial institutions, peace and security crises, and development research. This management framework has been designed to provide a coordinated and flexible approach to international assistance while enabling Canada to respond to unforeseen crises such as the Indian Ocean tsunami

CIDA's New Focus

Under Canada's International Policy Statement, Canada's international assistance budget was increased by 2.9 billion CAD to double ODA from its 2001-02 level by 2010. CIDA has been called on to focus on five sectors: good governance; health; basic education; private-sector development; and environmental sustainability. Canadian development assistance has also increased attention to preventing states from slipping into conflict when in fragile situations.

The Results of the Special Joint Committee

A recent Special Joint Committee concluded that Canadian assistance can play a critical role in addressing many global security challenges. The Joint Committee specifically

¹⁰ See also: UN Secretary-General Boutros Boutros-Ghali. "Agenda for Peace: Preventive Diplomacy, Peacemaking and Peace-keeping". UN Document A/47/277-S/24111.

asserted that problems such as environmental degradation and growing wealth gaps “affect human security around the world and are areas where Canada can make an effective contribution through its development cooperation”.¹¹

Canada’s Peace-building Fund

Moreover, the Government of Canada recently established The Peace-building Fund, which is drawn from the ODA budget and administered by CIDA. It is a new funding mechanism under the Canadian Peace-building Initiative for peace-building initiatives in ODA countries. The aim is to provide a rapid response mechanism to address urgent needs in conflict-affected countries and regions while stimulating locally sustainable initiatives towards peace.¹²

5. How Canada Contributes to Environmental Cooperation in Conflict Affected Zones

Canada’s Bilateral Cooperation

Canada continues to work with other countries to seek solutions to complex environmental issues that transcend national boundaries. For example, Canada has signed bilateral agreements with over 20 countries dealing with issues ranging from watershed management (Canada-Brazil) to an Agreement on Scientific and Technological Cooperation (Canada-Japan). Canada also was responsible for launching the Arctic Council, a high-level intergovernmental forum for promoting circumpolar cooperation among Arctic States on issues of sustainable development and environmental protection in the Arctic.¹³ In addition, the Canada-China bilateral agreement on environmental issues continues to be a model for cooperation. Cooperation activities have been designed to strengthen partnerships in the areas of energy and the environment, pollution prevention, and the utilization and management of natural resources.¹⁴

6. How Canada Contributes to Environment and Security Risk and Needs Assessment and Management

Despite the fact that many individual federal departments and agencies conduct threat assessments, there has been no comprehensive and timely central government assessment in Canada that brings together intelligence about potential threats from a wide range of sources. In response, under the new National Security Policy, the Government has created an Integrated Threat Assessment Centre to facilitate the integration of intelligence into a comprehensive threat assessment, which will be available to those who require it.¹⁵ Some of the key elements of the new approach to integrated threat assessment are summarised accordingly:

- Better sharing of information threats.

¹¹ “The Protection of Our Global Security within a Stable Global Framework”. op. cit.

¹² “Peacebuilding Initiative Strategic Framework”. Canadian International Development Agency. 9 Jan 2002 Canadian International Development Agency. 19 Feb 2006. http://www.acdi-cida.gc.ca/cida_ind.nsf

¹³ “Canada’s Role in Global Environment Issues”. Environment Canada. 5 Feb 2001. The Green Lane. 14 Jun 2006. http://www.ec.gc.ca/press/2001/010205-3_b_e.htm

¹⁴ “Canada-China Environmental Cooperation Report Card 2000”. 2 Dec 2001. Environment Canada. 20 Feb 2006. http://www.ec.gc.ca/international/canchina/letter_e.htm

¹⁵ “Securing an Open Society: Canada’s National Security Policy”. 30 Apr 2004. Government of Canada. 10 Jan 2006. <http://www.pco-bcp.gc.ca>

- Threat assessment connected to tactical capability for rapid deployment of resources.
- Regular review of alert and warning systems to ensure that they respond to emerging threats.
- Continuous evaluation of the system by testing its effectiveness through benchmarking against appropriate standards, including systems used in other countries.

7. How Canada Promotes Environmental Conflict Prevention and Resolution

Canada's New National Security Policy

The National Security Policy will continue to prioritise Canada's conflict prevention efforts and to advance the government's peace-building activities. The Canadian Peace-building Initiative was established in 1996 to assist countries in conflict towards peace and stability and to promote Canadian peace-building capacity.

The Canadian Government has developed a new strategic approach to the Canadian Peace-building Initiative that involves three main elements: preparedness, partnership, and implementation. The Government recognises that conflict prevention cannot be undertaken externally but must respond to local dynamics. In this regard, peace-building projects must aim to support and strengthen locally-generated peace-building initiatives.

An integrated approach will bring together Canadian departments, academia, and NGOs in order to support countries at risk of, or emerging from, violent conflict. Peace-building will be developed as a foreign policy priority, while peace-building activities will continue to be mainstreamed into regular CIDA programming.

Supporting Local Capacity for Conflict Prevention

The Human Security Programme of Foreign Affairs Canada invests in initiatives that strengthen the capacity of the international community to prevent violent conflict and build local capacity to manage conflict without resorting to violence. For example, the South Asia Small Arms Initiative brought together civil society groups and governments from Bangladesh, India, Pakistan, Sri Lanka and Nepal to work towards a common approach to reduce the spread of small arms. As President of the G8 in 2002, Canada led the development of concrete conflict-prevention action plans. Through the Development Assistance Committee (DAC) of the OECD, Canada has worked with other member states and multilateral aid agencies to improve donor ability to manage international assistance strategies for conflict, peace, and development cooperation.¹⁶

The Responsibility to Protect Doctrine

Recently, the Government of Canada initiated the International Commission on Intervention and State Sovereignty that produced the report entitled "The Responsibility to Protect". The general principles that were developed under the responsibility to protect doctrine include: national sovereignty involving responsibilities and not just rights; the moral imperative for the international community to act where governments cannot exercise their responsibility to protect citizens from serious harm; the continuum of

¹⁶ "Conflict Prevention". Foreign Affairs Canada. 30 Mar 2005. Foreign Affairs Canada. 14 Jun 2006. <http://www.humansecurity.gc.ca/conflictprev-en.asp>

responsibilities, from prevention to reaction to peace-building; and the emphasis on prevention as a key priority.¹⁷

8. Conclusion

In a general security context, the failure of the international community to act in support of the stability and protection of people in failed and failing states is grounded in the same reason for the failure to act in environmental threat situations: the lack of political will and the absence of a reliable means of infusing necessary action with legitimacy. Failure can also be due to a lack of international consensus of when operations are needed.

Another important security trend that has relevance for the development of environmental security in particular is that regional mutual security arrangements increasingly offer better models than defense alliances. In the Horn of Africa, it is suggested that a defense alliance of states in the sub-region would have no relevance. However, a cooperative security pact in which each state commits to preventive measures would have far greater effect in securing peace and stability in the region. The key lesson here for environmental security policy is that the current security order, which is dominated by a military defense alliance of selected states, must evolve into one that is comprehensive and built on a mutual pact of non-aggression.¹⁸

The continuing debate on how best to strengthen multilateralism also has relevance for the environmental security agenda, in particular the institutional challenge. As noted above, experience demonstrates the importance of strengthening both structures within and outside the United Nations. This means identifying and using new arrangements and rules outside of the UN. Therefore, more attention must be directed towards the development of integrated multilateral approaches to security responses in post conflict and post-conflict situations, especially where conflict has been generated by non-traditional threats such as poverty and exclusion as well as resource scarcity.

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¹⁷ "The Responsibility to Protect". Foreign Affairs Canada. 24 Apr 2006. Foreign Affairs Canada. 14 Jun 2006. <http://www.dfait-maeci.gc.ca/foreign_policy/responsibility_protect-en.asp>.

¹⁸ Regehr, Ernie. "Canada's Defence Contribution to International Peace and Security". 27 Oct 2005. Pg: 8.

II-C. Profile of the Czech Republic

Version 1 – 28 April 2006

Prepared by Jiří Hlaváček¹



1. The Czech Republic's Approach to Environmental Security

In December 2003, the Czech Government approved the Security Strategy, one of basic documents regarding both the security policy and the foreign policy of the Czech Republic. The Czech Republic's foreign policy is based on Government Policy Statements of August 2002 and August 2004 and on the Concept of the Foreign Policy of the Czech Republic for 2003-2006 that stressed development of bilateral relations and participation in multilateral activities which would correspond to standards in environmental protection.²

In March 2004, the State Environmental Policy of the Czech Republic 2004-2010, the framework strategic document for environmental policy, was adopted. One of the 4 priority areas of the environmental policy according to this document is reducing the damage to the environment from human activities and improving environmental standards for the quality of human life setting several individual targets with respect to crisis management procedures in the environment, prevention of occurrence of crisis situations and reduction of their detrimental effect on the environment.

Furthermore, in December 2004 the Czech Republic Strategy for Sustainable Development as a long-term framework document for strategic decision-making was adopted. Cooperation and efforts towards overcoming ethnic, economic, ecological and social conflicts belong to its strategic goals.

The Czech Republic must face global environmental as well as regional and national risks. Threats to environmental security have increased after the Czech Republic's accession to NATO and the EU. International terrorism in connection with weapons of mass destruction (WMD) is one of the greatest threats in the present world. Therefore one of strategic goals of the Czech Republic's Security Strategy is aimed at suppressing international terrorism and reducing the risk of proliferation of WMD and their means of delivery. At the 59th session of the United Nations General Assembly Minister of Foreign Affairs Cyril Svoboda stressed these issues of global threats together with regional conflicts, failing states and organized crime.³

Promotion of all strategic goals is necessary for following important interests of the Security Strategy. In this context, regarding environmental security, the Czech Republic takes part in promoting the principles of sustainable development, preventing and preparing for unforeseeable natural and environmental disaster and industrial accidents, and supporting scientific and technological development.

The World Summit on Sustainable Development (Johannesburg 2002) stressed the need to achieve balance between three fundamental pillars: social development, economic development and environmental protection, as was symbolically proclaimed in its motto: people, planet, prosperity. The importance of sustainability for environmental security lies

¹ Jiří Hlaváček is Director, Department of Environmental Policy and Multilateral Relations, Ministry of Environment of the Czech Republic.

² Report on the Foreign Policy of the Czech Republic, Czech Republic's Ministry of Foreign Affairs, 2004. See www.mzv.cz

³ Ibid.

not only in the efficient protection of the environment and prudent use of natural sources, but also in social development respecting the needs of all and the maintenance of high and stable standards of economic growth and employment. Related to this strategy, the Czech Republic, in terms of the EU, accepted the Lisbon Strategy adopted in 2000 and the EU Strategy for Sustainable Development adopted in 2001 with an emphasis on environmental issues. In this context the Czech Republic is obligated to share global and regional responsibility for sustainable development while respecting its own specificities and interests. Besides its membership in the EU and NATO the Czech Republic is involved in cooperation and activities within international, intergovernmental and regional organizations (OSCE, UNECE, UNEP, WHO, WTO) and it is bound to meet obligations following from its memberships.

One of the foreign policy priorities of the Czech Republic is to support the work of the OSCE. It is the Czech Republic's enduring interest that the OSCE ensures observation of the adopted standards in all participating states and in all dimensions of its work, in particularly in economic/environmental rights. The Czech Republic regularly hosts sessions of the OSCE Economic Forum, which meets every year in Prague at the Senior Council level. Although the OSCE is not an economic organisation, its role in preventing security risks stemming from economic and environmental problems is indispensable.

2. How the New Political Landscape of Europe has affected Development of the Czech Republic's Environmental Security Priorities

The Czech Republic's geopolitical position has changed considerably as a result of the democratisation and integration processes in the Euro-Atlantic area. As a NATO member, the Czech Republic formulates its security and defence policy on the basis of the Alliance's Strategic Concept and the Prague Summit conclusions. Under the Prague Capabilities Commitment the Czech Republic assumed fourteen national commitments to support the specialisation of the Czech army in WMD protection, passive monitoring systems and military healthcare. Additionally, the Czech Republic is a leading country in the multinational battalion for protection against WMD. The Czech Republic is also an advocate of NATO's Open Door Policy. For that reason, in 2004 it continued to engage in intensive cooperation and shared its experience of its accession to NATO and work within the organisation with countries seeking to join.

Since joining the EU, the Czech Republic is also being actively involved in the European Security and Defence policy (ESDP), which is part of the Common Foreign and Security policy (CFSP). However, the Czech Republic's approach is based on the support to building strategic partnership between NATO and EU. In terms of the EU, the Czech Republic adopted new priorities such as non proliferation of weapons of mass destruction, terrorism and the threats of regional conflicts. In this context it took full part in the work of European Union working groups (in particular: disarmament – CODUN, dual use goods – WPDU, non proliferation of weapons of mass destruction – CONOP, conventional arms – COARP). Within these forums it was actively involved in preparing and launching the implementation of the European Union Strategy against the Proliferation of Weapons of Mass Destruction for 2004-2008.⁴ The coordination mechanisms of the EU's Common Foreign and Security Policy were strongly reflected in Czech activities within the UN. The Czech Republic supports the UN's duties regarding global security and therefore one of the country's long-term interests is to maintain the effective role of the UN.

As a result of preparatory works for accession to the EU, the Czech Republic adopted new legislation regarding environmental security. Moreover, floods in the year 1997 showed weak points in preparedness of the Civil Emergency Planning system for managing such major disasters. In 2000 the law on the Integrated Rescue System (Law No.239/2000) and the law on Crisis Management (Law No.240/2000) were approved.

⁴ Ibid.

This new legislation package has been valid since 2001 and has been successfully used during the 2002 catastrophic flood in the Czech Republic. Both floods showed a big measure of international solidarity. The Czech Republic has also been active during international rescue operations since 1999 and the law on the Integrated Rescue System sets up conditions for providing humanitarian assistance abroad in a quick way. Industrial disasters needed a new legislation too. In 1999 the law on prevention of major accidents caused by selected dangerous chemical substances and chemical preparation and an amendment of law No.425/1990 (Law No.353/1999) were adopted. This legislation was not only important for the accession to the EU, but also was necessary for implementation of the Convention on the Transboundary effects of industrial accidents in terms of UNECE. In the legislation framework on prevention of major accidents are also included: Government regulation No.452/2004 and three decrees, (Decree No 366/2004, Decree No.367/2004, Decree No.374/2004). Decree 383/2000, laying down the principles for preparing of the zone of emergency planning is also related to the law mentioned above.

With the accession to the EU pressure was placed on the Czech Republic regarding old environmental burdens. Old environmental burdens are still a considerable problem. The latest progress in the legislation in this area was made by government resolution No. 51/2001 about principles of elimination of environmental burdens from the past arising prior to privatisation.

After accession to the EU the Czech Republic has increased its activity in the OECD's cooperation with non-members. In issues related to environmental security, the Czech Republic continued to take part in promoting the implementation of the OECD Environment Strategy for Countries of Eastern Europe, Caucasus and Central Asia.

Another main goal of Czech foreign policy includes promoting of external relations. Since May 2004 the Czech Republic has fully participated in EU foreign development cooperation, in particularly towards Eastern and South Eastern European countries. At the beginning of 2004 the Czech Government adopted Principles of Official Development Assistance after the Accession to the EU and decided to reduce territorial priorities and gradually concentrate development cooperation on 8 priority countries including Angola, Bosnia and Herzegovina, Yemen, Moldova, Mongolia, Serbia and Montenegro, Vietnam, and Zambia. The Ministry of Environment of the Czech Republic put emphasis on co-operation with Eastern-European and South-Eastern European countries (Moldova, Serbia and Montenegro), as well as countries of sub-Saharan Africa (Ethiopia, Cameroon, Burkina Faso) and Asia (Vietnam, Mongolia). The Czech Republic takes part in foreign development co-operation in the form of financial, material, expert and technical assistance as other EU members respecting international commitments, principally the Millennium Declaration. Joining the EU, the Czech Republic has contributed to its budget and since 2008 will also contribute regularly to the European Development Fund (EDF).

Membership in the EU helped the Czech Republic in its long-standing endeavour to strengthen its cooperation with Asia. The Czech Republic acceded to ASEM along with the other new member states in October 2004.

Relations with neighbour states form a particularly important part of the Czech Republic's foreign policy. All the Czech Republic's neighbours are members of the EU. Besides development of bilateral relations the Czech Republic takes part in regional cooperation, where the Visegrad Group Countries (Czech Republic, Hungary, Poland and Slovak Republic) has priority in Central Europe. The Ministers of Environment of the Visegrad Group meet every year in one of the member states to discuss some themes that are common to all these countries. The Visegrad Group Countries have a similar character and after their joining the EU they have strengthened cooperation, in particular in current environmental issues. Between 2002 and 2004 the Visegrad Group Countries' Summer School of Development Aid and Co-operation was organised by the Palacký University in Olomouc and the Ministry of the Environment of the Czech Republic with the aim to

demonstrate the role of integration of environmental and sustainable development aspects of development aid and co-operation as tools for to contribute to establishing and strengthening stable international relations based on partnership, for building peace and security. The cooperation within the Visegrad Group is important not only for the regional and national level. It could also contribute to solutions to global environmental problems.

3. Integration of New Environmental Threats into Foreign Policy

Besides the threats of international terrorism and WMD the Czech Republic's foreign and security policy is aimed at emerging environmental threats such as the growing imbalance between the North and South, which is a factor in breeding radicalization, extremism and terrorism. Therefore the Czech Republic takes part in various programmes of foreign development cooperation and peace building and peace keeping activities.

In 1995, the Czech Republic as the first among post-communist countries re-established its programme of development co-operation. In 1996, the Czech Republic reintroduced in connection with its membership in the OECD its official development assistance (ODA) programme based on principles comparable with policies of developed donor countries. According to the Concept of Official Development Assistance of the Czech Republic for the period of 2002-2007, acknowledged by the Czech Government in January 2002, the Development Assistance Programme is an integral part of the Czech foreign policy. Providing of ODA has an indirect impact on global security, conflict prevention, terrorism prevention and also environmental security.

4. How Environmental Security Threats are addressed by Czech Development Cooperation in Partner Countries

The overall goal of the Official Development Assistance of the Czech Republic is to contribute, in line with efforts of the international community, to poverty alleviation in the less developed countries through the promotion of sustainable development with emphasis on its environmental pillar. Poverty alleviation is a prerequisite of reaching globally sustainable development, which has a positive effect on environmental security.

The Czech Republic endorses a multidimensional approach towards poverty alleviation that cannot be understood only in economical terms but also in its social and environmental aspects. The Czech Republic fully supports International Development Goals, which were adopted by the 1990s UN international conferences and confirmed by the 2000 UN Millennium Summit.

The share of the Czech ODA on gross national income rising since 1999 has achieved 0,11% in 2005, which is the highest share from all new donors in the EU. In the future the Czech Republic is obligated to increase payments for development assistance and adopt the conclusions made at the Barcelona summit in 2002. In 2005 the Czech Government approved Country Strategy Papers that are aimed at 8 priority countries and define the strategy of development co-operation in these countries for the period 2006-2008. Priority topics of co-operation with these countries are based on needs of the countries and capabilities and interests of the Czech Republic.

The Ministry of Environment (MoE) has been participating in the Czech development assistance programme since 1997. In the period 1997-2005 the Ministry has co-ordinated preparation, implementation and evaluation of 63 projects in 34 countries. For the period 2006-2008 the priority countries for the Ministry of Environment are Serbia and Montenegro, Moldova, Mongolia and Vietnam. In total, environmental assistance projects form over 20% of the Czech project-based ODA.

The Ministry of Environment has the most development projects from all Ministries, but environmental development assistance is not limited only to the activities of the Ministry

of Environment. Other line ministries - e.g. the Ministry of Industry and Trade, and the Ministry of Agriculture - co-ordinate assistance projects with a clear environmental focus. The projects are aimed at introduction of environmental technologies, supply of drinking water, afforestation and environmental agriculture. Development projects of the Ministry of Environment mostly extend over several years and are focused as follows:

- implementation of the multilateral environmental agreements (protection of the ozone layer of the Earth, combating desertification, protection biodiversity etc.)
- environmental aspects of industrial activities (cleaner production, environmental management systems)
- sustainable use of natural resources
- environmental geology (hydrogeology, natural risks assessment)
- clean up of contaminated sites

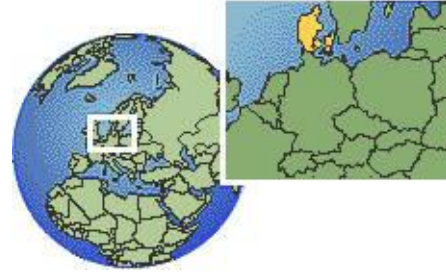
The majority of these topics can be counted as a small contribution to the improvement of environmental security in recipient countries.

Institute for Environmental Security, The Hague

II-D. Profile of Denmark

Version 1 – 7 July 2006

*Prepared by Johannah Bernstein
with the assistance of Laura Leland*



1. Denmark's Approach to Environmental Security

Recent speeches by the Danish Foreign Affairs Minister and other high-level government officials in various UN forums provide some insight into the Danish Government's approach toward environmental security.

For example, Denmark has officially endorsed the recommendations of the UN High-Level Panel on Threats, Challenges, and Change. At the plenary meeting of the 58th Session of the United Nations General Assembly, the Danish Deputy Permanent Representative Lars Faaborg-Andersen specifically highlighted Denmark's endorsement of the Panel's assertion that security and development are interlinked and that this nexus should underlie the development of a new and expanded collective security doctrine.¹

Denmark's Foreign Minister Per Stig Moller formally acknowledged at the General Debate of the 60th Session of the UN General Assembly in 2005 that Denmark favours a "holistic approach to peace-building" and acknowledges the interdependence of poverty eradication, the prevention of conflict, and the maintenance of peace and security.²

2. How Denmark integrates Environmental Security Concerns into Foreign Policy

In the 2004 foreign policy report entitled "*A Changing World*", the Danish Ministry for Foreign Affairs outlines the Government's new priorities in Denmark's foreign policy. As regards the link between foreign policy and broader security threats, the Danish Government recognises first that a "modern and effective foreign policy requires that the many facets of foreign policy, such as European development, security, defence and trade policies, are integrated in a mutually reinforcing manner".

Second, the Government affirms that the new challenges will place even greater pressures on strong international cooperation, and in this regard, the EU, NATO, and the UN remain the most important organisations for ensuring security and stability.

Third, the Danish Ministry for Foreign Affairs asserts that it will continue to focus on increasing international security and stability as well as ensuring greater economic progress and prosperity while promoting respect for democracy and human rights.³

It is important to note that the current government has recently dismantled the Environment, Peace, and Stability Fund, which in 2001 deployed 0.18% of GNI for environmental activities in Central and Eastern Europe, developing countries, and the

¹ "'Widely Divergent' Views Emerge During General Assembly's Debate on Security Council". 17 Oct 2003. [United Nations](http://www.un.org/News/Press/docs/2003/ga10175.doc.htm). 14 Jun 2006.

<http://www.un.org/News/Press/docs/2003/ga10175.doc.htm>

² Moller, Per Stig. "Statement of Denmark". *UN General Assembly: 60th Session*. 20 Sep 2005. [United Nations](http://www.un.org/webcast/ga/60). 14 Jun 2006. <http://www.un.org/webcast/ga/60>

³ "A Changing World: The Government's Vision for New Priorities in Denmark's Foreign Policy". *Royal Danish Ministry of Foreign Affairs*. Jun 2003. [Royal Danish Ministry of Foreign Affairs](http://www.um.dk). 14 Jun 2006. <http://www.um.dk>

Arctic regions. The Fund was to have been increased by 0.5% of FNI by 2005, representing an additional contribution on top of the 1% of GNI already committed for development cooperation.⁴

3. How Denmark Mainstreams Conflict and Livelihood Protection into Development Cooperation

The June 2003 policy report, entitled “*A World of Difference*”, set out the five thematic priorities for Danish development cooperation: social and economic development; human rights, democratisation and good governance; stability, security and the fight against terrorism; refugees, humanitarian assistance and regions of origin; and the environment. These priorities will continue to be the primary focus of Danish development cooperation in the coming years.⁵

In “Security, Growth - Development”, the Government outlines its policy priorities for Danish development assistance in the period 2005-2009. The priorities follow the priorities for development assistance set out in “*A World of Difference*” and include new, concrete initiatives including:

- A better, more efficient poverty reduction - the level of assistance is to be maintained
- A new Danish Africa policy where the development policy is joined with foreign policy, trade policy and security policy in order to increase the likelihood of the continent’s reaching the Millennium Development Goals
- An Arab initiative to support modernisation and development in the Arab world as well as to increase the dialogue with the region
- A strengthened environment profile and a stronger global environmental cooperation where an additional DKK 800 million is set aside for the environmental assistance in the period 2005-09.
- An increased effort for human rights, democratisation and good governance
- A targeted assistance for reconstruction and development in Afghanistan, Iraq and Sudan
- A strengthened effort to prevent and fight HIV/AIDS
- An increased focus on economic growth through a strengthened private sector⁶

In addition, the Danish Government has indicated that development policy will increasingly focus on the promotion of stability and security as well as conflict prevention, mediation, peacemaking and peacekeeping.⁷ The Danish Government maintains that this shift in development assistance is essential in order to maintain Denmark’s activist and proactive foreign policy.

4. How Denmark Engages in Environmental Cooperation in Conflict Zones

Denmark’s work in the Baltic region has been an important priority focus in terms of its environmental cooperation efforts. This work consists of five main actions:

⁴ Heldgaard, Esper. “Denmark: a World of Difference Indeed”. *Reality of Aid*. 2004. *Reality of Aid*. 14 Jun 2006. <http://www.realityofaid.org/roareport.php?table=roa2004&id=77>

⁵ “A World of Difference: The Government’s Vision for New Priorities in Development Assistance 2004-2008”. *Royal Danish Ministry of Foreign Affairs*. Jun 2003. *Royal Danish Ministry of Foreign Affairs*. 14 Jun 2006. <http://www.um.dk>

⁶ “Security, Growth – Development”. *Royal Danish Ministry of Foreign Affairs*. Aug 2004. *Royal Danish Ministry of Foreign Affairs*. 14 Jun 2006. <http://www.um.dk>

⁷ See: www.um.dk/Publikationer/Danida/English/Danish_Development_Cooperation/

- a. Water, with action on both wastewater treatment and drinking water supply, with a view to meeting the EU's requirements, including the special requirements made concerning environmental quality in the Baltic Sea, and to supporting the preparedness for fighting oil pollution in the Baltic Sea;
- b. Waste, with the main focus on establishing landfills, treatment of hazardous waste, including action on chemicals;
- c. The nuclear area, with action focused on continued assistance in connection with the decommissioning of the Ignalina Power Station;
- d. Climate, with preparation of projects in Russia and Poland that are suitable for Joint Implementation,
- e. Institution building, with assistance in areas in which analyses have shown that the countries will have serious problems with EU legislation.

5. How Denmark Contributes to Environmental Conflict Prevention and Resolution

In its June 2004 policy report, "A Changing World – New Threats, New Responses" the Danish Government outlines its priorities and actions against terrorism. The policy report highlights in particular, the Government plans to develop Denmark's contribution to conflict prevention and conflict management through increased support to the work of the international organisations to promote stability and security. In the report, Danish Minister of Foreign Affairs, Dr. Per Stig Moller affirms Denmark's dedication to providing economic and political support to developing countries through the "use of 'soft power' such as the persuasiveness and integrity of our ideas and values in these international settings, but when the situations require action - we are ready to shoulder our responsibility to ensure a better world." The focus will be aimed in particular at the UN and its organisations, especially measures in Africa. Terrorism is not a problem for the rich countries alone, which can be confirmed by the population of Bali, in Nairobi and in Casablanca.⁸

Denmark's contribution to the prevention of conflicts in developing countries will comprise six focus areas, all of which are, to a varying degree, integral elements in Denmark's development policy. Of particular relevance is the focus on the promotion of sustainable development. Increased attention will be given to ensuring that development assistance does not increase the probability of armed conflict and to ways in which the assistance can contribute to its prevention.⁹

6. Conclusion

Denmark increases environmental security in the world with a domino-effect approach, believing that a reduction in poverty leads to reduced crime and increased security in developing states. Its efforts focus on "soft politics", with emphasis being placed on humanitarian aid and relief, economic development, and political stability. By working with international institutions, including the UN, the EU, and NATO, Denmark works to increase security and stability in the global environment.

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⁸ "A Changing World – New Threats, New Responses". Royal Danish Ministry of Foreign Affairs. Jun 2004. Royal Danish Ministry of Foreign Affairs. 14 Jun 2006. <http://www.um.dk>

⁹ "Conflict Prevention and Conflict Resolution". Royal Danish Ministry of Foreign Affairs. 14 Jun 2006. http://www.um.dk/Publikationer/Danida/English/DanishDevelopmentCooperation/DenmarksDevelopmentPolicyAnalysis/10_3.asp

II-E. Profile of Finland

Version 1 – 14 June 2006

*Prepared by Johannah Bernstein
with the assistance of Steven Schindler
and Laura Leland*



1. Finland's Approach to Environmental Security

The global problems, development crises and regional conflicts that have risen following the Cold War have had broad consequences for Finland's internal and external security. The challenges presented by governance, terrorism, foreign direct investment, informal economies, environmental degradation, AIDS and other health threats, human trafficking, and illegal small arms and light weapons have affected Finland's approach to foreign and domestic security policy.

Finland recognizes that the cross-border nature of new and emerging security threats and challenges will require it to increase bilateral and multilateral cooperation in order to strengthen local, regional, and global relations. These factors have been accentuated by the Finnish Prime Minister in a press release of *Foreign and Security Policy* as the instruments through which security, abroad and domestic, will be increased.¹

The 2005 *Strategy for the Finnish Ministry for Foreign Affairs*² affirms the government's emphasis on the concept of comprehensive security and in the new threats arising from failed states, terrorism, organized crime, human rights violations, global health hazards, environmental disasters and degradation. Within this context, the Finnish Ministry for Foreign Affairs has identified five strategic goals to implement its mission to "promote the security and welfare of Finland and the Finns, and work for a secure and fair world." These goals are to ensure that Finland is influential in the international community, that the international community generates security, that a fair world is realized, that Finland is successful, and that the Ministry for Foreign Affairs is open and service-orientated.

According to the Finnish Government report entitled "Finnish Security and Defence Policy 2004", Finland recognises that environmental problems are linked to security problems in several ways. First, the state of the global environment has worsened despite international cooperation and pollution and these trends have contributed towards the increase in conflict around the world.³ Finland also recognizes that cross-border pollution may strain relations between countries where one country pollutes the territory of another. Moreover, the environment is also affected by armed conflict.

Moreover, Finland's 2004 *Finnish Security and Defence Policy* report emphasizes that environmental security has a dual nature, including "acute threats such as oil and chemical accidents and gradually accumulating, creeping threats, such as climate change and the eutrophication of the Baltic Sea."⁴ Immediate threats have long been incorporated into Finnish security policies, thereby ensuring an environmental dimension

¹ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <<http://www.vnk.fi>>. Path: English, Publications.

² Finnish Foreign Ministry. *Finland's Interest – Global Responsibility: A Strategy for the Ministry of Foreign Affairs*. 19 Oct 2005. Helsinki. <www.Formin.Fi> Pages 8-9. 9 June 2006. <http://formin.finland.fi/netcomm/lmgLib/2/229/mfa_strategy_2005_en.pdf>

³ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <<http://www.vnk.fi>>. Path: English, Publications.

⁴ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <<http://www.vnk.fi>>. Path: English, Publications.

of security. However, Finland recognises that those threats that accumulate over time, where awareness is raised gradually, are more difficult to manage. Restoration of the damages can take decades and makes preventative measures the only feasible way to control such threats.

2. Finland's Overarching Environmental Security Priorities

Finland affirms the concrete relationship between environmental security and human security and has elaborated its environmental security priorities along these lines. The Helsinki Process is a concrete example of Finnish activities to enhance a multi-stakeholder dialogue on these linkages.

Finland has acknowledged most recently in *Development in an Insecure World* that climate change has far-reaching security consequences and therefore is at the forefront of Finnish environmental security priorities.⁵ Climate change-related environmental impacts are directly related to poverty, deprivation, and conflict. Finland understands that the state of the earth's environment has worsened despite international cooperation and that global phenomena such as climate change affect Finland, too. The 2004 report on *Finnish Security and Defence Policy* emphasises that "Finland will be active in preventing and combating environmental threats, one of the main areas being predicting the effects of climate change."⁶

In association with other factors, such as disparities in scarce resources, climate change has the potential to contribute to environmental stress that could result in bilateral and regional conflicts. In order to reverse the effects of climate change, the Finnish Minister of the Environment at the recent *Austrian-Finnish Economic Forum*, stressed the need to base economic growth on reduced levels of natural resource consumption and with increased levels of resource efficiency."⁷ Renewable resources should be favoured so as to diminish the exploitation of non-renewable natural resources. Finland asserts that the unsustainable consumption and production patterns of industrialized nations must be significantly reduced to protect the natural, social and human-made capital base.

Under-Secretary of State Marjatta Rasi in a recent speech, *Security, the new paradigm of interconnectedness*, affirmed Finland's commitment to "finding concrete, critical human security concerns and [formulating] steps forward to overcome them through joint action."⁸

⁵ Finnish Ministry for Foreign Affairs Development Cooperation. *Development in an Insecure World: New Threats to Human Security and Their Implications for Development Policy*. 30 March 2006. Global.finland. 9 June 2006. <<http://global.finland.fi>>. Path: English, Publications.

⁶ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <<http://www.vnk.fi>>. Path: English, Publications.

⁷ Finnish Ministry of the Environment. "Is strong economic growth compatible with a good state of the environment?" 7 Mar 2005. Austrian-Finnish Economic Forum. 9 Jun 2006. <<http://www.ymparisto.fi>>. Keyword: Austrian-Finnish Economic Forum.

⁸ Rasi, Marjatta. "Security, the New Paradigm for Interconnectedness". 7 Sep 2005. Ministry for Foreign Affairs of Finland. 9 Jun 2006. <<http://www.formin.fi>>. Keyword: interconnectedness.

3. Geo-political and other Factors that have influenced Finland's Approach to Environmental Security

The Finnish Government's 2004 Security and Defence Policy asserts that environmental risks in Finland's neighbouring areas are becoming more serious, in large part because of the sizeable environmental problems originating from Russia.⁹

Finland perceives the most important of these changes to be the rapid growth of oil and chemical exports and the transfer of shipments to new oil harbours at the eastern end of the Gulf of Finland. With projected increases in oil transportation to reach 130 million tonnes by 2010, in a worse-case scenario a major oil spill would cause serious damage to Finland's population, environment, and economy. Therefore, protecting the Baltic Sea, in particular preparing for risks associated with accidents in neighbouring countries and increasing the safety of international shipping lanes will be the immediate environmental security priorities for Finland.

Finland recognises that the state of the earth's environment has deteriorated, regardless of the efforts of the international community. The degradation of the environment has resulted in climate change that has in recent years generated extreme weather conditions throughout many European countries. The 2004 Finnish Security and Defence Policy indicates that Finland will be commencing preparations "for climate change and the related increase in extreme conditions."¹⁰

4. How Finland Mainstreams Environmental Factors into Foreign and Security Policy

Finland's 2004 Defence and Security Policy recognizes that global developments, regional conflicts, and new threats have become significant factors in its approach to foreign policy.¹¹ These factors have prompted the need for a broad range of instruments to respond to these threats and to take the necessary preventive action. Finland practices an active policy of conflict prevention and crisis management as an essential part of its security policy.

The Foreign Ministry's 2005 Strategy further affirms the commitment of the Foreign Ministry to promote cooperation to prevent new security threats from materializing.¹² In terms of practical action this means: promoting the concept of comprehensive security, encouraging conflict prevention and crisis management, fostering cooperation between different actors, strengthening the EU's external capacity to act, strengthening global governance, improving the quality of development cooperation, and strengthening partnerships for sustainable development. According to the Ministry for Foreign Affairs, as indicated in the 2005 document *Finland's Interest – Global Responsibility: A Strategy for the Ministry for Foreign Affairs*¹³, the "change in Finland's international operating environment places an emphasis on the concept of comprehensive security", with global

⁹ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <<http://www.vnk.fi>>. Path: English, Publications.

¹⁰ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <<http://www.vnk.fi>>. Path: English, Publications.

¹¹ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <<http://www.vnk.fi>>. Path: English, Publications.

¹² Finnish Foreign Ministry. *Finland's Interest – Global Responsibility: A Strategy for the Ministry of Foreign Affairs*. 19 Oct 2005. Helsinki. <http://www.formin.fi>. Pages 8-9. 9 June 2006. <http://formin.finland.fi/netcomm/lmgLib/2/229/mfa_strategy_2005_en.pdf>

¹³ Finnish Foreign Ministry. *Finland's Interest – Global Responsibility: A Strategy for the Ministry of Foreign Affairs*. 19 Oct 2005. Helsinki. <http://www.formin.fi>. Pages 8-9. 9 June 2006. <http://formin.finland.fi/netcomm/lmgLib/2/229/mfa_strategy_2005_en.pdf>

health threats and environmental disasters recognised as significant factors influencing international peace and security.

Throughout the past years, Finland has worked to incorporate environmental concerns into both foreign and domestic security policies. The Finnish Foreign Ministry maintains that “the environment has increasingly established itself as one important aspect of Finland's foreign and security policy...Therefore at present the environmental security does not need to 'compete' on importance with, say, political-military security issues.”¹⁴ Finland acknowledges the different dimensions and orientations in which security can manifest and perceives these different aspects of security, as part of a comprehensive definition of security.

5. How Finland Mainstreams Conflict Prevention and Livelihood Protection into Development Cooperation

Finland emphasizes that development cooperation is an important instrument of security policy. The Office of the Prime Minister in Finland's 2004 Defence and Security Policy asserts that development cooperation helps to strengthen economic resources on a long-term basis and encourages developing countries to introduce the political and administrative reforms that can reduce their vulnerability to crisis and violence. In addition to the preventive effect of long-term development cooperation, Finland maintains that targeting development cooperation at crisis areas also has considerable benefits for enhancing security.

In the Background of Finland's Development Cooperation it is indicated that Finland will assist developing countries in finding the right balance between growth, environmental considerations, and income distribution. In order to achieve this, Finland stresses “consideration for environmental factors in all development cooperation projects, not merely to combat existing threats, but also to create the preconditions for security and well-being based on multiple use [s] of natural resources.” Additionally, the principle of gender equality will be advanced by Finland in all development cooperation projects so that female and male resources will be utilized fully and redeveloped equally.¹⁵

Finland has been contributing to the promotion of peace and security through many of its bilateral projects with both its long-term cooperation partner countries and other countries, such as the Arab states and the Balkans. Finnish development cooperation increasingly will include more systematic actions and approaches for promoting internal and regional security as well as conflict prevention. Also, regionally targeted development cooperation will be further improved through Finnish support of projects that promote regional integration and stability or which have an impact on the resolution of regional problems, such as the growing environmental threats, infectious diseases, crime and drug trafficking.

6. How Finland Engages in Environmental Cooperation in Conflict-Affected Zones

Finland is increasing its efforts to strengthen multilateral cooperation in dealing with the new generation of global problems, development crises, and regional conflicts that have become significant for security. The Office of the Prime Minister in the 2004 Finnish Security and Defence Policy report maintains that the “increasingly cross-border nature of

¹⁴ Email-correspondence with Anu Parnanen-Landtman. May 16, 2006.

¹⁵ Background of Finland's Development Co-operation”. 14 Apr 2005. Embassy of Finland. 1 Oct 2006. <<http://www.findland.org.zm/backgr2.htm>>.

security threats and challenges will require increases in bilateral and multilateral cooperation in neighbourhood relations, regionally and globally.”¹⁶

As a member of the EU, Finland continues to contribute towards the strengthening of the EU's common foreign and security policy. It is developing its capacity and readiness to participate in the EU's civilian crisis management activities and military crisis management operations, including rapid response forces. Although not a member of the NATO, Finland is further developing its cooperation with the organization through participation in “Partnership for Peace” (PfP) activities. Finland also participates in promoting stability and the development of democracy in Europe within the context of the EU's new Neighbourhood Policy, the OSCE, and the Council of Europe.

In addition, Finland has been a strong proponent of environmental protection and cooperation having had an extensive array of environmental legislation already in place before joining the EU.¹⁷ Finland believes that environmental threats can only be solved through cooperation with other countries. One of Finland's primary goals in international environmental cooperation is promoting and influencing the development of legally binding international agreements and their implementation. Finland is party to more than a hundred international agreements addressing issues including: the protection of the atmosphere, ozone layer, climate change, protection of the marine environment and watercourses, access to information and participation, wastes, chemicals, environmental impact assessment, protection of flora and fauna and biological diversity, environmental protection of the Antarctic, in addition to multilateral agreements between Nordic countries and bilateral agreements with third party countries. In addition, cooperation with other member states plays a major role in Finland's environmental policy-making in the EU. The upcoming Finnish EU presidency in 2006 will provide a platform from which Finland will be able to strengthen its contribution to EU environmental policy.

7. How Finland Includes Environmental Factors in Monitoring, Mapping, and Early Warning Systems

The 2004 *Finnish Security and Defence Policy* emphasizes that early warning systems play an important role in conflict prevention and have a central role in all security matters.¹⁸ Post-conflict situations must be used to build bridges between humanitarian assistance and reconstruction so that conflict is prevented from reasserting itself. Finland, through regional cooperation, monitors the state of the environment and its changes, and is currently investigating the reasons for these changes. By the year 2008 the Ministry of the Environment will have developed indicators for the timely observation of environmental risks.

8. How Finland Promotes Environmental Conflict Prevention and Resolution

Finland engages in an active and comprehensive policy of conflict prevention and crisis management and endeavours to promote coherent objectives in terms of its security, human development, and trade policies. According to the 2004 Finnish Security and Defence Policy report, Finland considers it important to deal with conflict prevention, civilian and military crisis management, and post-conflict reconstruction as a comprehensive strategy where a wide spectrum of instruments are available to different

¹⁶ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <<http://www.vnk.fi>>. Path: English, Publications.

¹⁷ Ministry of the Environment. “Finnish environmental policy in the EU – setting high standards”. 17 Jan 2006. <http://www.environment.fi> 23 Feb 2006. <<http://www.ymparisto.fi>>.

¹⁸ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <<http://www.vnk.fi>>. Path: English, Publications.

stages of conflict.¹⁹ Finland also aims to develop crisis management in both the civilian and military crisis management sectors, stressing coordination between the sectors. In international fora Finland is working to ensure greater policy coherence between WTO regulations and MEAs (Multilateral environment agreements).²⁰

Finland is also contributing to conflict prevention in accordance with the EU's 2001 conflict prevention programme through participation in international and regional organisations, through bilateral political relations, and through the use of financial instruments. As noted above, Finnish development cooperation will include more systematic actions and approaches for conflict prevention, with particular emphasis on improving responses to changes occurring in partner countries.

9. How Finland Contributes to Post-conflict Environmental Rehabilitation, Environmental Cooperation, and Peace-Building

The 2004 Finnish Security and Defence Policy report asserts that in post-conflict situations it is particularly important to establish bridges between humanitarian assistance and reconstruction to prevent the conflict from reasserting itself. Finland emphasizes the need to strengthen democracy, human rights, and the rule of law, with particular attention to the position of women and minorities. During the period of rehabilitation, Finland will take part in election-monitoring, in developing electoral systems, and in post-conflict reconciliation processes. Finland will contribute to the support given to the security and defence sectors, thereby supporting the ability of the country in question to take responsibility for its own security.²¹

Additionally, Finland has addressed the concern that "armed conflicts create environmental problems" in the report *Development in an Insecure World*.²²

For this reason, Finland supports the efforts of the Post-Conflict Assessment Unit (PCAU), established by the United Nations Environment Program (UNEP). The function of PCAU is to investigate the environmental impacts of conflicts and pre-existing chronic environmental problems; to identify risks to human health and environmental health; recommend strategic priorities for clean-up and remediation; promote an environmental agenda and regional environmental cooperation; strengthen the capacity of authorities for environmental management and protection; catalyze and mobilize international support for projects; and integrate environmental considerations into the recovery and reconstruction process.²³

10. Finland and Natural Disaster and Conflict Mitigation and Adaptation

The risk of natural disasters has been emphasized in the 2004 *Finnish Security and Defence Policy*, especially in terms of Finland's vulnerability in recent years to violent storms and floods that threaten the security of country's people and infrastructure.²⁴

¹⁹ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <<http://www.vnk.fi>>. Path: English, Publications.

²⁰ Email-correspondence with Anu Parnanen-Landtman. May 16, 2006.

²¹ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <<http://www.vnk.fi>>. Path: English, Publications.

²² Finnish Ministry for Foreign Affairs Development Cooperation. *Development in an Insecure World: New Threats to Human Security and Their Implications for Development Policy*. 30 March 2006. Global.finland. 9 June 2006. <<http://www.global.finland.fi>>. Path: English, Publications.

²³ www.unep.org and follow links to Post-Conflict Assessment Unit.

²⁴ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <<http://www.vnk.fi>>. Path: English, Publications.

In the wake of 2004 tsunami disaster in South East Asia, the measures taken by the Ministry of Foreign Affairs were reviewed and revealed that while crisis management activities commenced immediately, the scope of the crisis exceeded available resources. Specific sources of weakness were observed in the physical and technical resources, the insufficient number of staff members, the organization of crisis activities, and weaknesses in crisis response readiness. In response to the tsunami disaster, Finland has increased advocacy for the development of an early-warning system to mitigate the devastation that will be caused by future natural disasters, contributing where applicable.

11. Conclusion

Finland views security as comprehensive, including the new threats arising from failed states, terrorism, organized crime, human rights violations, global health hazards, environmental disasters, and degradation. The environmental security priorities to the Finnish government include mitigating the effects of climate change on poverty, deprivation, and conflict. Protecting the Baltic Sea and preparing for risks associated with accidents in neighbouring countries and increasing the safety of international shipping in the Baltic Sea is an immediate environmental security priority for Finland.

The Finnish government has also prioritized the concept of human security in its development cooperation. Through its development assistance, the Finnish government has provided support to projects that promote regional integration and stability, as well as those which have an impact on the resolution of regional problems, such as growing the environmental threats of infectious diseases, crime, and drug trafficking.

II-F. Profile of Germany¹

Version 1 – 6 March 2006

*Prepared by Moira Feil² and Alexander Carius³
Adelphi Research*



1. Germany's Environmental Security Approach

Germany has a strong tradition in the policy areas of environment, development and peace. Rooted in the strong relationship between the peace movement and the green or environmental movement, the (nuclear) disarmament policy debate has traditionally been linked to environmental issues. In this context, strengthening crisis prevention - vis-à-vis traditional military policy - has high priority on the German security policy agenda. The latest development in this tradition is the creation of an action plan for civil crisis prevention in 2004. This action plan is based on a broad concept of (human) security that includes environmental considerations (see below for details). The grand coalition government, elected in 2005, has pledged to continue to implement this action plan.

Initiatives related to environment and security (for example transboundary environmental cooperation, see below) have aimed at fostering discussion and starting processes, though they have not lead to the formation of an environment and security policy. The German Ministry for the Environment is the main driver of such initiatives in the German government over the last 10 years. Other government departments or agencies have cooperated with the Ministry for the Environment on specific conferences or activities.

The government has supported many projects and consultations among scientists and policy makers discussing the complexity of conflict causes and triggers. The consensual view resulting from these activities is that environment often plays a role in conflicts, but this role is rarely most important and frequently negligent. Consequently, there is very little overlap between the very broad spectrum of government activities and policies on environment on the one hand, and conflict prevention and mitigation on the other hand. Additionally, there is no coherent approach on the very specific dimension of 'environment-related conflicts' as most civil servants in government agencies feel that there is no need for a specific policy dealing exclusively with environment and security linkages. The term 'environmental security' is generally not applied in the German context.

2. Germany's 'Environment and Security' Priorities

As a consequence of the lack of coherent policy on environment and security, there is no official statement on environment and security priorities. However, the overview of activities below show that the German government is particularly active in the area of environmental cooperation over degraded and environmentally-stressed resources - in particular transboundary water and nature conservation initiatives.

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3. Factors that have prompted Development of 'Environment and Security' in Germany

In the mid-1990s, German environmental policy makers intended to increase public opinion on and the general importance of environmental policy. By stressing the larger implications of global environmental change on core foreign and security policy concerns, it was expected to raise the importance and means provided for this policy area. The aim was to reduce defense expenses in favor of development, the costs of war being higher than the costs of prevention.

In this context, the German government financed a project taking stock and evaluating 30 years of German activity within the the NATO Committee on the Challenges of Modern Society (CCMS). Instigated in particular by the German government, the CCMS, established in 1969, had given environmental topics priority on its agenda right from the beginning. This made it the first international body for the discussion of environmental topics, dealing with a large number of questions from the field of environmental protection. The review after 30 years of activities revealed a large number of projects in field of environmental protection that were in some cases highly specialized and mostly of a technical nature.⁴

In view of this development and drawing on the scientific debate of 'environment and security' within the field of peace and conflict research, the German NATO/CCMS coordinator introduced this topic to the CCMS, where the subject was met with widespread interest, especially on the part of the US representatives.⁵

As a result, a representative of the German Federal Ministry of the Environment and a representative of the US Department of Defence jointly directed a Pilot Study on 'Environment and Security in an International Context'. In the framework of this Pilot Study, roughly a dozen international meetings were held to discuss the scientific state-of-the art with foreign policy makers and have national policy makers reflect on the topic. Following this study, many countries either extended their environment and security activities or they began to integrate their national activities in the international debate (e.g. contaminated sites in Norway, Russian nuclear waste at sea, etc.). The development of 'environment and security' within the NATO/CCMS was also an important milestone for the policy debate and development of this topic in Germany.

Towards the end of the 1990s the German Foreign Office and German Ministry for the Environment started to foster the debate on 'environment and security' within the context of the Organisation for Security and Co-operation in Europe (OSCE), focussing in particular on the aspect of environmental peacemaking in Central Eastern Europe and especially the former Yugoslavia. Supported by the Swiss Foreign Office, they began to develop an Environmental Code of Conduct for the OSCE. This code was never finalised or put to practice, but OSCE 'environment and security' activities resulted largely from this initiative and a conference held in on "Strengthening the OSCE's Role in the Realm of Environment and Security" in Berlin 2001 as a follow-up seminar to the 7th and 8th Economic Forum.⁶

4. Envsec Policies

4.1 Mainstreaming Environmental Factors into Foreign and Security Policy

With the establishment of an "Action Plan Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace Building," the German government presented a comprehensive action framework containing more than 150 specific actions for crisis prevention in 2004. Sustainable development and access to natural resources were identified as important aspects of crises and conflicts.

⁴ Kurt M. Lietzmann 1999: Environment and Security in the Context of NATO/CCMS; in A. Carius and K. M. Lietzmann: Environmental Change and Security. Berlin, Springer: 31-36.

⁵ Kurt M. Lietzmann and Gary D. Vest (eds.) 1999: Environment and Security in an International Context. NATO/CCMS Pilot Study Report No. 232, Brussels, Bonn, Washington DC: North Atlantic Treaty Organization/Committee on the Challenges of Modern Society.

⁶ The final conference report is available on the OSCE website:
www.osce.org/documents/sg/2001/07/329_en.pdf (20 March 2006)

Furthermore, in its action plan the German government emphasizes the peace dividends that can be achieved through promoting renewable energy sources and thus reducing fossil fuel dependency, especially in developing countries. The new government of 2005 has committed to continue the implementation of the action plan.

At the subnational, 'Länder'-level the Environmental Ministry of the 'Land' Rhineland-Platinat and the Bundeswehr (German Federal Armed Forces) entered a cooperation agreement "Peace Security and Sustainability". Both partners view sustainable development a main component of a comprehensive security term, and the differences surrounding scarce resources are considered a serious peace threatening factor of our time. The cooperation will contribute to the development of working instruments for effective and peaceful crises prevention in the respective areas of responsibilities. The three fundamental pillars of cooperation include communicating the link between peace and sustainability in society, knowledge and experience transfer among cooperation partners as well as the optimization and expansion of initial and continued education.

Based on a policy decision of 1998, environmental protection is part of all planning and implementation of Bundeswehr activities. The policy states that all Bundeswehr activities should have the lowest possible impact on people and the natural environment. Accordingly the Bundeswehr engages in a variety of activities: from tending nature reserves on its training grounds, to reducing noise and emissions from its equipment, energy saving measure, as well as building ecologically friendly facilities. Taking care of brownfield sites and nature protection have been particular priorities. However, environmental protection in the German Armed Forces builds on a longer tradition of environmental management for military sites and operations in peace time since decades. For example, the Bundeswehr has organised more than 25 symposia on 'Bundeswehr' and environmental protection and sensitizes recruits for environmental considerations through their training. Additionally, the Bundeswehr's Training Academy (Führungsakademie) observes environmental developments with links to security (such as climate change).

4.2. Mainstreaming Conflict Prevention and Livelihood Protection into Development Cooperation

The German Federal Ministry for Economic Cooperation and Development adopted a 'cross-sectoral' concept for crisis prevention, conflict mitigation and peace-building in 2005 to be applied across all sectors of development cooperation activities. This concept is lead by an extended understanding of (human) security and recognizes environmental and natural resource dimensions of conflicts as well as resource management as a tool for mitigating structural causes of conflicts. A 'cross-cutting' department on 'conflict prevention' at the German technical cooperation (GTZ) lead the development of the concept. The department's focus lies on developing implementation-oriented concepts and instruments that help mainstream conflict prevention, conflict mitigation, and peace-building in German development cooperation. Environment has so far not been highlighted a specific topic of interest within this department.

The German government's supports different projects for sustainable use of natural resources and the creation of sustainable livelihoods within the framework of poverty alleviation and the Millennium Development Goals, which are often implicitly linked to environment and security linkages. However, they are not pursued in a systematic way or guided by any particular policy on 'environment and security'.

4.3. Environmental Cooperation over Degraded and Environmentally-stressed Resources

The German government has pursued and is pursuing a range of individual programmes and projects to foster environmental cooperation over degraded and scarce resources with a focus on water and nature protection. At the same time, the extent to which these projects aim to foster broader cooperation and peace is often unclear for two reasons: first, in some cases it is counterproductive to the realisation of an environmental project to explicitly include trust and peace building aims as additional project objectives. Second, some projects refer to such higher aims in their development phase to secure a higher status of recognition and government funding, while their implementation neglects the initial expectations towards peace building.

Transboundary Water Cooperation

In 1998, the debate on cooperative approaches to resolving transboundary water conflicts formed the focal issue of the international dialogue forum "Global Water Politics – Cooperation for Transboundary Water Management" sponsored jointly by the German Federal Ministry for Economic Cooperation and Development (BMZ), the Federal Environment Ministry (BMU), the German Foreign Office, the World Bank and the German Foundation for International Development (DSE). The event, convened in March 1998 in Bonn, culminated in the adoption of the Petersberg Declaration, which sets out principles for cooperative international water politics.⁷ In its wake, there have been a number of government-sponsored activities in this area. Worth mentioning are the discussion of experiences in transboundary water management in international river basin and sea region commissions held at a inter-disciplinary meeting in Berlin in September 1998 and the Berlin Recommendations compiled in this context. Furthermore, an international round table on the specific experiences in the Baltic Sea Region took place in Vilnius (Lithuania) in June 1999, resulting in the Vilnius Recommendations. This tradition was continued with a meeting in September 2001 on "The Nile: Sharing Experience, Sharing Visions" in Bonn.

In December 2005, phase two of the Petersburg Process began with an international conference on 'Transboundary water cooperation in Southeastern Europe'. This phase is intended to merge current developments and to highlight options for future cooperation in transboundary water management (rivers, lakes, and ground water) in Southeastern Europe.

Another example is the Ministry for Cooperation and Development's water cooperation programme in Southern Africa, which is a German response to the 2002 G8 Summit Action Plan for Africa (see database for details).

Transboundary Nature Conservation

Building on the German government's positive experience with transboundary nature conservation in the Caucasus region and with 'Peace Parks' in Southern Africa (see database for further information), the German government (in particular the Ministry of Environment) is working on a strategy for 'nature conservation and conflict prevention' and hosted two workshops in this context. The World Conservation Union (IUCN) has shown an interest in this strategy.

4.4. Environmental Monitoring, Mapping and Early Warning Systems

The German government has supported some assessment and mapping activities of the Environment and Security Initiative of the OSCE, UNEP, UNDP, and NATO.

A larger effort with a longer term perspective (2040 and 2100) is currently being undertaken by the German Advisory Council on Global Change. The government has commissioned the Council to provide an extensive report in 2007 on the topic of global environmental change and security, including a world map with environment-related conflicts.

Finally, the German government is supporting an internet platform and newsletter on "environment, conflict and cooperation", which monitors news, publications, and events related to this topic.

4.5. Post-conflict Environmental Rehabilitation, Environmental Cooperation and Peace-building

The Bundeswehr (German Federal Armed Forces) highlights environmental protection within its activities (see above), but does not appear to have a specific environmental rehabilitation strategy for external post-conflict operations. For example, the Bundeswehr applies German environmental law to its external operations, which influences the environmental impact of the military operation but does not reach beyond this.

⁷ Carius, A. and K. Imbusch 1999: Environment and Security in International Politics - An Introduction; in A. Carius and K. M. Lietzmann: Environmental Change and Security. Berlin, Springer: 7-30.

4.6. Natural Disaster and Conflict Mitigation and Adaptation

The German government is supporting the development of early warning systems (e.g. the Tsunami early warning system in the Indian Ocean with 45 Millionen Euro) through the German Disaster Prevention Committee (Deutsches Komitee für Katastrophenvorsorge). The DKKV is a registered association under private law; it is not a government authority, though it keeps close ties through government agency representatives as members of the DKKV and a former Minister being the chairperson (Dr. Irmgard Schwaetzer, former Federal Minister for Regional Planning, Building and Urban Development). The DKKV functions as the national platform for disaster reduction, as well as a contact to organisations and initiatives involved in disaster reduction. It is also a centre of expertise in all matters relating to national and international disaster reduction, including "Natural disasters and conflicts". In a special report 'Contributions to the World Conference on Disaster Reduction' in January 2005 in Kobe, Japan, the DKKV gives an overview of German government activities in the area of disaster reduction (see database for the report). The report contains a foreword by Foreign Minister Fischer.

5. What are the overall Strengths and Weaknesses of Germany's Environment and Security Approach?

Germany's strengths in addressing environment and security policies are to some extent also its weaknesses. The German scientific community researching global environmental change is renowned worldwide and Germany has also traditionally had a strong peace and conflict studies community. Both fields benefit from an elaborate network of NGOs, which is tightly knit with the scientific community. At the same time, the environment and peace and conflict communities have little contact and almost no overlap, which is detrimental to the creation of a public opinion and policy demand for environment and security. Compared to the UK, the business community is also largely disengaged; Germany neither has particularly strong extractive industries nor are German businesses particularly present in conflict zones. Therefore the German government was not a founding partner of, but support initiatives such as the Kimberley Process, certification and sustainability schemes for timber, and transparency of payment initiatives (in particular the Extractive Industries Transparency Initiative, EITI). This again highlights Germany's role in fostering processes and initiatives in the realm of environment and security, without following a specific environment and security policy definition.

Within the German administration, the topic does not belong to the realm of any one Ministry. It is usually taken up by civil servants at division level, while ministers or heads of departments only highlight the topic sporadically in speeches.

The 'Action Plan Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace Building', together with the 'cross-sectoral' concept for crisis prevention, conflict mitigation and peace-building' provide important policy instruments for the future development of 'environment and security' in Germany. The Action Plan, based on a parliamentary resolution, is being implemented through a cross-departmental group, which has established different working groups to specific topics. The cross-sectoral concept is currently being put into practice and is not yet being widely applied. However, once in practice, it will include an obligatory peace and conflict impact assessment for all relevant projects, including environmental projects in conflict zones and unstable regions.

6. German Perspective regarding a Potential EU Environmental Security Strategy and Ideas for a Possible Framework

The German government has supported European initiatives and processes in the context of 'environment and security', such as "The Hague Conference on Environment, Security and Sustainable Development - Pathways to Environmental Security", which helped develop a forum within the European Union to discuss this topic in view of further developing the European security strategy. Environment and security issues will not play a significant role at the informal EU environmental minister meeting under the German EU Presidency in the first half of 2007.

However, during its presidency Germany will further develop the discussion process on existing environmental links in the European security strategy.

The German government also supports the „EU Green Diplomacy Network“. This network of environment experts in European Foreign offices and embassies was founded during the 2003 European Council in Thessalonica. Originally the network was meant to highlight the environment and security linkages⁸, though this topic has not been taken up by following activities of the network. Germany plays an active role in the network through its leadership of the working group on climate change.

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⁸ cf. Non-paper 'European Diplomacy for the Environment and for Sustainable Development', February 2003.

II-G. Profile of Japan ¹

Version 1 – 1 February 2006

*Prepared by Antonio L. Fernandez*²
*Edited by Jeffrey S. Behr*³



1. Japan's Approach to Environmental Security

As Japan's post-war record shows, it has successfully developed and utilized pollution control and disaster prevention technology to handle environmental threats and natural hazards. Because of this, Japan gives priority to international cooperation in the field of environment and disaster reduction, as well as dealing with other risks that threaten the world globally. It is to be noted that there is no separate "environmental security sector" in the Japanese system since the Japanese do not treat environmental security as a separate concept. Rather, it is embedded in the broader operational framework of overseas development assistance (ODA), which is in turn based on human security. Likewise, food, health, agriculture and other development assistance projects undertaken by the Government of Japan (GOJ) in various countries, which are made even more complex by pandemic threats ranging from SARS and HIV/AIDS to regional and international conflicts to financial crisis, all fall under the 'human security' description.

While ODA is administered by the Minister of Foreign Affairs (MOFA), environmental issues are intrinsically covered by Japan's Ministry of Environment (MOE) by virtue of the bureaucratic segregation that characterizes Japanese administration. Since 2003, human security became its centrepiece approach to ODA and is therefore often referred to in the next sections.

Japan's Approach to Human Security

Japan has adopted an active stance in promoting human security in both its bilateral and multilateral development activities. Japan's bilateral development assistance is done through the Japan International Cooperation Agency (JICA), an organization within the purview of the MOFA. Multilaterally, Japan has promoted the human security concept through the United Nations since 1999. The Japanese government has provided funds to institutional and financial mechanisms which help mainstream human security into planning and implementation of projects and programs in developing countries.

Relevant Definitions

Japan's Diplomatic Bluebook (2004) <<http://www.mofa.go.jp/policy/other/bluebook/2004>> states that the concept of human security "means *in addition to providing national*

¹ Copyright © 2006 **Center for Environmental Diplomacy**, Washington, D.C. and **Institute for Environmental Security**, The Hague

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protection (italics provided), focusing on each and every person, eliminating threats to people through cooperation by various countries, international organizations, non-governmental organizations (NGOs) and civil society, and striving to strengthen the capacity of people and society so as to enable people to lead self-sufficient lives.” The meaning of human security is therefore expanded to go beyond ‘conventional’ national security. Human security goes further to work out solutions by tackling the root of the problem, like causes of vulnerability.

Japan’s efforts to promote human security encompass issues that often require global solutions and international cooperation such as controlling infectious diseases, ensuring safe water, building disaster-resilient societies, mitigating climate change, controlling transnational organized crime and drug trafficking, and assuring human rights. Official documents of the MOFA shows how Japan’s bureaucracy strives to be consistent with the concept of human security as defined in the final report of the Commission on Human Security (CHS), a body established in the United Nations with a two-year (2001-2003) task to develop the concept and discuss wide-ranging development issues.

Human Security in Japanese Context: A Chronology

Japan’s initiative for human security dates back to the Asian financial crisis of 1997. This is according to Yuko Takasu, Japan’s Ambassador for Human Security in his speech at the APEC Human Security Seminar in Tokyo in October 2005 (APEC Human Security Seminar Co-Chair’s Report:

<<http://www.mofa.go.jp/policy/economy/apec/semminar0510-2.html>>.

In December 1998, Prime Minister Keizo Obuchi gave a policy speech entitled “Intellectual Dialogue on Building Asia’s Tomorrow” in Hanoi, where he expressed his view on human security and announced the establishment of a fund in the amount of JY500 million (US \$4.2 million) in the United Nations. This sum for aid projects of UN-related agencies came to be known as the Trust Fund for Human Security (thereafter, the Trust Fund) when it was formally established in March 1999. A pioneering effort within the UN to broaden the conventional idea of security came with the establishment of the Commission on Human Security (CHS). The Commission was established in January 2001 in response to a call by then Prime Minister Yoshiro Mori. The Commission was “mandated to develop the concept of human security and make recommendations that will serve as guidelines for concrete action to be taken by the international community.”⁴ Co-chaired by a Japanese, the former UN High Commissioner for Refugees Sadako Ogata and Nobel Peace Prize winner Professor Amartya Sen, the CHS was generously supported by the Japanese government as part of its advocacy in its global diplomacy. Based on the final report of the CHS which came out in May 2003, Japan put the concept to practice by revising its guidelines to proposals submitted to obtain the Trust Fund. The revised guidelines require having a number of international organizations and NGOs participate, considering the interconnectedness of regions to maximize the benefits of projects, and notably integrating humanitarian assistance with development assistance. In FY 2003, the Fund was increased to approximately 3 billion yen from 2.3 billion yen in FY1999. With its development assistance budget, JICA also undertakes human security projects in developing countries.

In August 2003, the Japanese Cabinet approved the new Official Development Assistance (ODA) Charter, the first revision made in 11 years. Then in October 2003, CHS Co-chair S. Ogata was appointed JICA president. When she assumed the position, JICA’s three principles were adopted, namely: (1) field-oriented approach, (2) human security, and (3) effectiveness, efficiency, and speed. JICA claims that “‘human security’ is now seen as a necessary concept to protect the life, livelihood and dignity of the individual.”

⁴ Japan’s ODA White Paper 2002 (MOFA).

Ogata believes that values relevant to human security have been in Japan's policies all the while. In her speech at the Asian Society in New York on November 24, 2004, she said: "Japan traditionally had incorporated the aspects of human security promotion in its economic development policies, although it did not consciously call it "human security. In providing development assistance in Asia, Japan had stressed self-reliance and ownership, building the capacity of people."

<<http://www.asiasociety.org/speeches/ogata04.html>>

Human Security and the Environment

The nexus between human security and the environment is not being dealt with explicitly by the government under the cloak of "environmental security." Environmental issues are dealt with by the Ministry of Environment (MOE). The MOE conducts and supports projects in organizations to which part of its budget is appropriated. Typically, the MOE promotes knowledge building, knowledge sharing and technology transfer among countries in solving urban environmental problems, industrial pollution and global climate change. Nevertheless, there is an implicit recognition that environmental security in projects like slum upgrading and forest management is essential. In the latter project types, ministries like the Ministry of Land, Infrastructure and Transport and Ministry of Health, Labour and Welfare, and Ministry of Agriculture, Forestry and Fisheries provide their expertise and other resources within Japan's ODA system.

Note: Within the context described, the following paragraphs thus describe the linkages of international development activities with environmental departments and disaster management institutions mainly.

2. Japan's Overarching Environmental Security Priorities

According to Japan's Diplomatic Bluebook 2004, the following are the central themes in its promotion of human security: (1) water; (2) global environmental issues – international rulemaking, improving efficiency in tackling global environmental issues (e.g. coordination between international trade rules and environmental conventions); (3) climate change; (4) disaster prevention; (5) transnational organized crime and illicit drugs; and (6) human rights. The first three have a direct relationship with so-called environmental security, while the linkage of the last three with the environment may not be as direct.

Japan's legal and institutional framework is established by the Basic Environment Law enacted in November 1993. One of the provisions of this law is that the government should formulate and adopt a Basic Environment Plan. The Cabinet approved the first Plan in December 1994. According to this law, international cooperation for the conservation of the global environment is one of the three basic principles of Japan's environmental policy. Consistent with the law, the Plan will enhance the government's international activities over the long term.

Even before the law was passed in 1993, and in a period when worldwide attention focused on the environment with the 1992 Earth Summit in Rio de Janeiro, the MOE had already participated actively in international activities as well as initiating forums. One forum that has run since 1991 is ECOASIA, the Environment Congress for Asia and the Pacific <<http://www.ecoasia.org/index.html>>. This forum gathers high-level government officials, experts from international organizations, private organizations and environmental researchers from the Asia-Pacific region to freely exchange views on environmental issues. The participants join the forum "in their personal capacities." This facilitates a continuing dialogue among decision makers.

The areas of cooperation may take shape in terms of one or a combination from the array of JICA's development assistance schemes: technical cooperation projects, dispatch of experts, training, development studies, grant aid, emergency disaster relief, participation by the Japanese public in international cooperation, and follow-up cooperation.

3. Factors that have prompted the Development of Japan's Environmental Security Approaches

Environment is an area wherein Japan can offer assistance to developing countries. While Japan had double digit growth in gross domestic product in the 1960s, industrial pollution worsened. Air and water pollution including heavy metal contamination affected people's health, giving rise to pollution-related diseases such as "itai-itai" which was caused by ingestion of mercury in fish, and Yokkaichi asthma that resulted from heavy air pollution from petrochemical plants. Organized citizen movements pressured local government to take action, while local officials took their complaints to the Imperial Diet. By the late 1970s, major pollution cases had been dealt with through legal, institutional and technological means resulting in a much cleaner environment for citizens. The anti-pollution movements also took the concept of citizen participation to a new level, particularly in the field of urban planning. Backed by this experience, Japan endeavoured to help other nations facing environmental problems associated with industrialization. The GOJ had been allocating funds to support official development assistance (ODA) to developing countries through different mechanisms such as bilateral aid, technical cooperation through JICA, and global instruments such as the Clean Development Mechanism and Joint Implementation.

4. How Japan has addressed its Stated Environmental Security Priorities as Regards the Selected Themes

4.1. Mainstreaming Environmental Factors into Foreign and Security Policy

The Official Development Assistance Charter (or New ODA Charter, 2003) which guides Japan's international development activities sets in place a people-centered development paradigm which puts human security, self-reliance and capacity building at the forefront so that long-lasting or sustainable socio-economic solutions are put in place. The same approach is used for post-conflict or conflict-ridden areas.

Apart from the array of available development assistance wherein Japan's MOE also participates, it deals with environmental matters of regional or global magnitude through its sustained support to think tanks, intergovernmental organizations and networks. Some of these networks involve local authorities and/or NGOs. The Ministry provides support to finance Japan-based think tanks like the Institute of Global Environment Studies (IGES) <<http://www.iges.or.jp/en/index.html>> and research granting inter-governmental body networks like the Asia-Pacific Network for Climate Change (APN). Japan is a member of the APN which promotes research to understand the complex mechanisms and impacts of global environmental problems on human health and ecosystems, and the links between science and policy making in the Asia-Pacific region.

The Asia-Pacific is a geographic region to which Japan provides significant political and financial support. Japan, with the United Nations Economic Commission for Asia and the Pacific (ESCAP), has supported the assessment of the state of the environment in the region and a review of the implementation of Agenda 21 and international conventions, with the goal of formulating action programs to address critical issues through the Ministerial Conference on Environment and Development in Asia and the Pacific (MCED).

Japan is host to UN organizations such as the International Environmental Technology Center (IETC)/ United Nations Environment Programme (UNEP) with offices in Kusatsu, Shiga and Osaka City <<http://www.unep.or.jp/ietc/index.asp>>; the World Health Organization Centre for Health Development (WHO Kobe Centre or WKC) in Kobe, Hyogo <<http://www.who.or.jp/index.html>>; the United Nations University (UNU) in Tokyo <<http://www.unu.edu/>>; United Nations Institute for Training and Research, Hiroshima Office for Asia and the Pacific (HOAP) in Hiroshima City <http://www.unitar.org/hiroshima/about_hoap.html>; the United Nations Human Settlements Programme (UN-HABITAT) Fukuoka Office (Regional Office for Asia and the Pacific) in Fukuoka City <<http://www.fukuoka.unhabitat.org/index.php?la=1>>.

4.2. Mainstreaming Conflict Prevention and Livelihood Protection into Development Cooperation

JICA adopted the Guidelines for Environmental and Social Considerations in April 2004 to assist JICA employees and consultants assess impacts of development projects at the appropriate stages. Livelihood is among the items listed in the assessment checklist. Attention to mitigation measures under emergency conditions is emphasized for post-disaster and conflict situations <<http://www.jica.go.jp/english/about/policy/envi/index.html>>.

A criterion in selecting proposals to be supported by the Trust Fund for Human Security is that the direct benefits from the project will accrue to individuals who are afflicted by threats to human lives, livelihoods and dignity. Activities that the fund supports include those that reduce poverty, promote health, and help refugees and internally displaced persons to reintegrate into society. In addition to assistance through traditional channels, international organizations and NGOs have been able to participate through a scheme of grant assistance for grassroots human security projects since fiscal year 2003. Interconnectedness of regions is taken into account when implementing projects, and therefore areas are not dealt with in isolation. A problem commonly met in post-disaster and conflict situations is extended humanitarian assistance which may jeopardize true recovery and introduce dependence on dole outs. Therefore, projects ought to incorporate measures for strengthening human capacity during the period of transition as to integrate humanitarian assistance and development work.

A UN project office of the Department of Economic and Social Affairs with the main office in Nagoya, Japan, the United Nations Centre for Regional Development (UNCRD) has been formulating means to integrate human security into subnational development through practical applications since it launched its initiative on human security in July 1999 <<http://www.uncrd.or.jp/hs/whatia.htm>>. UNCRD is a research and training organization, which is fully supported by the GOJ to promote local and regional development in developing countries. Carrying out this mandate, UNCRD has research and training programs dealing with human security and the environment. Specifically, a training course in local development planning and management in support of Lao PDR's National Training Programme has been funded as a JICA technical assistance project. The said National Training Programme draws upon Article 6(c) of the Plan of Implementation of the Johannesburg 2002 World Summit on Sustainable Development which incorporates human security for the weakest groups into planning at the provincial and district levels through strengthening of national and local programs that reflect the priorities of local communities. Additionally, UNCRD's Disaster Management Planning Hyogo Office in Kobe is implementing a two-year project on reducing vulnerability of school children to earthquakes through the Trust Fund.

JICA's Effort to Ensure Conflict-sensitive Development Cooperation

Japan's ODA White Paper (Chapter 2 Section 4, on promoting human security) states that "based on the concept of human security," the Government of Japan "actively

extends ODA in such areas as refugees and internally displaced persons, land mines, education, health and medical care, and gender equality.”

Development work is pursued with strategies to empower people and bring out self-reliance so that ownership of the project by the people is promoted. This, together with ensuring accountability of project implementers and cooperators comprise the “key to human security.” Ogata believes that “strengthening the civil society provides important linkages at all levels.”

4.3. Environmental Cooperation over Degraded and Environmentally-stressed Resources

JICA’s Global Environment Department mainly deals with projects related to forest and natural conservation, environmental management, water resources, and disaster management. To cite an example, JICA promotes integrated water resources management as “a development-strategy goal”; by doing so, safe water, flood control, and water conservation are achieved

<<http://www.jica.go.jp/english/global/wate/index.html>>.

Nearly half of the disaster management projects of JICA conducted between 1990 and 2003 are flood control assistance projects (JICA pamphlet, Building a Strong Country Against Disasters). In the past, projects consisted mostly of physical measures. On one hand, disaster management now encompasses involvement and capacity building of community residents consistent with the ODA reform. On the other hand, Japan cooperates in sharing information on flood control policies through intergovernmental bodies like the International Flood Network (IFNet) and the World Meteorological Organization. IFNet was launched at the 3rd World Water Forum held in Kyoto in March 2003. Therefore, local and international actions are taken to effectively bring benefits to people.

International Cooperation in the Environmental and Disaster Sectors

Cooperation of Japan with other nations in the environmental sector is through the Environmental Cooperation Office, Global Environmental Bureau, Ministry of Environment, with “International Environmental Cooperation toward Sustainable Development”⁵ as its motto. In the field of disaster management, Japan’s cooperation window is the Asian Disaster Reduction Center (ADRC). Given the increase in demand for Japanese support in these two fields, there are other organizations which provide further help to Japanese stakeholders which may undertake cooperative activities internationally, among them NGOs and private companies.

Support to NGOs and Private Companies⁶

Groups with the same environmental objectives such as NGOs and private companies also have opportunities to conduct activities with existing funding mechanisms. The Japan Fund for Global Environment is an example. How this fund has evolved is described by the following quote:

“In 1992 in Rio de Janeiro, Brazil, over 100 heads of state and government representatives of over 180 nations attended the United Nations Conference on Environment and Development (Earth Summit) for the conservation of the environment. In that same year in Japan before the Earth Summit, the Eminent Persons Meeting on Financing Global Environment and Development (Eminent Persons Meeting on Global

⁵ http://www.env.go.jp/earth/coop/coop/index_e.html

⁶ Japan Fund for Global Environment: http://www.erca.go.jp/jfge/english/frame/f_what.html

Environment) was held. During these developments, the Japanese government, in addition to ODA-type cooperative aid between nations, expressed policies to support environmental conservation activities of NGOs.

“Then the revision of the Japan Environment Corporation Law was performed, and the Japan Fund for Global Environment (JFGE) was established in 1993. After that, the Japan Environment Corporation and the JFGE has been enacting various projects for the promotion and support of environmental conservation activities by NGOs. JFGE is transferred to The Environmental Restoration and Conservation Agency (ERCA) from Japan Environment Corporation in April, 2004.”
<<http://www.erca.go.jp/jfge/english/index.html>>

NGOs, private companies and individuals can also participate and/or receive support for grassroots-oriented activities within JICA's development assistance scheme of participation by the Japanese public in international cooperation.

4.4. Inclusion of Environmental Factors in Monitoring, Mapping and Early Warning Systems

Disasters have not declined in number despite advances in science and technology. Instead, vulnerability (socio-economic, physical) and disaster risks of communities have increased in terms of lives lost, economic damage, business disruption, and environmental destruction. At the World Conference on Disaster Reduction held in January 2005, Japan offered to host “an international cooperative platform, with appropriate UN engagement, for comprehensively promoting the development of disaster-resilient nations and communities in the disaster recovery process through collaborations and partnerships between stakeholders.” This became the International Recovery Platform, which was formally established in May of the same year in the city of Kobe, where ten years before, an earthquake of magnitude 7.3 (now known as the Great Hanshin-Awaji Earthquake) wrought heavy destruction to a complex urban area never experienced in the world before.

In the wake of the Asia Tsunami, which happened in December 26, 2004, a Special Session on the Indian Ocean Disaster was held during the WCDR as proposed by Prime Minister Junichiro Koizumi. The resulting Common Statement of the Special Session underlined the strengthening of regional cooperation in disaster reduction. In this regard, Japan has cooperated through the Asian Disaster Reduction Center (ADRC).

In 2003, Japan pledged at the Group of Eight (G8) Summit to contribute towards detection of abnormal weather and the prompt and accurate forecast of disaster situations such as by sharing satellite data. Through its research institutions, Japan generates geographically based information to help cope with different kinds of hazards. Among the relevant activities are: (a) the Global Mapping Project <<http://www.iscgm.org>>, (b) participation by the Geographical Survey Institute (GSI) in international campaigns and services like joint observation that relates to global environment and geophysical phenomena <<http://www.gsi.go.jp/ENGLISH>>; and (c) the launching of the Advanced Land Observing Satellite (ALOS) by the Japan Aerospace Exploration Agency (JAXA) <<http://www/jaxa.jp/missions/>>. These institutions provide expert and training input for technical assistance to developing countries via JICA's development assistance scheme.

4.5. Environment and Security Risk and Needs Assessment and Management

Risk assessment in Japan gains from the advances of science and technology (S&T). Some efforts to develop risk assessment/risk analysis methodologies and eventually improve risk management systems are mentioned below. The type of research described may have a substantial impact on both national and international policies as it addresses

societal aspects. Addressing issues from a more proactive research perspective are not as straightforward. Determining how transferable experiences are may require more input on the contextual background, such as when assessing if a good practice in one country can work in another. Culture can play a role in the application of technical standards for instance (Britton, Neil R. 2005 "Culture, Risk Management and Insurance," in N.R. Britton, Catastrophe Insurance: The Challenges for Insurers in the Asia-Pacific Region," Aon Re Australia Ltd, pp.147-169). Transferability of experience can be critical to the success of development assistance.

The White Paper on Science and Technology (2004) put emphasis on the relationship between S&T, and society and creating a safe and secure society. Thus, risk management pertaining to environmental quality, food safety, health, and disaster mitigation, to name a few, have been highlighted in research projects. The Research Institute of Science and Technology for Society (RISTEX) established in 2001 undertakes mission-oriented programs initiated by the Ministry of Education, Sports, Science and Technology (MEXT) <www.ristex.jp/english/english/top_e.html>. Mission-oriented programs are "comprised of selected important research subjects (missions) for finding solutions to social issues." RISTEX thus pursues interdisciplinary research into S&T to develop knowledge systems. Various problems of society such as risks associated with food, health, disasters, and others and crosscutting issues are topics that are also considered for contract research.

Another interdisciplinary research project (1998-2004), "Development of Earthquake and Tsunami Mitigation Technologies and Their Integration for the Asia-Pacific Region (EqTAP)" <<http://eqtap.edm.bosai.go.jp/>> placed attention on implementation and process integration as well as stakeholder involvement. These were deemed important in order to achieve the disaster risk reduction based on vulnerabilities. The approach is consistent with the risk management framework based on the Australia/New Zealand Standard for Risk Management (AS/NZS4360), i.e., the process is characterized by communication and consultation with stakeholders. Also, establishing the context is emphasized. This standard is currently being examined by the International Organization for Standardization (ISO) to be adopted as the basis of international standards similar to the ISO14000 series. Japan's risk management standard (JIS Q2001) was adopted as a voluntary standard, since the private sector clamoured for a standard to increase its resilience in the wake of the 1995 Great Hanshin Awaji Earthquake.

A catalog of technologies for disaster reduction is the expected output from a worldwide research survey of technologies useful in mitigating disasters whose application is complemented by implementation strategies and stakeholder involvement. S&T policy could be further enhanced by these implementation strategies <<http://www.mofa.go.jp/policy/un/conf0501/cooperation.html>>. Policy research on the linkages of S&T policy and disaster management in Japan has just started (Fernandez, A.L. 2005 A Comparative Study of Disaster-related Science and Technology Policies in Five Countries: A Discussion Paper, EDM, Kobe).

In contrast to the issues above, knowledge and experience in managing the urban environment (air and water quality, mainly) in Japan has been developed long enough. Public-private partnerships and stakeholder participation are acknowledged to be part and parcel of a successful program. Recognition by international organizations such as the UNEP and International Council for Local Environmental Initiative (ICLEI) gives a boost to the motivation of city authorities to participate actively through international conferences, JICA training courses, and networking. In the field of environmental cooperation, a few of Japan's local governments are becoming international actors. Kitakyushu carries out international environmental cooperation. The city has the so-called Kitakyushu Initiative for a Clean Environment which was established in November 2001; the program is linked with United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) <http://www.mofa.go.jp/policy/oda/white/2002/part1_2_5_3.html>.

Thus the approach taken by the international environmental cooperation of inclusiveness of stakeholders is in harmony with the human security concept

4.6. Development Assistance, International Cooperation and Peace-building

Japan's Constitution has clear provision to use its armed forces only for self defense. The preface of the Constitution also states: "We recognize that all the peoples of the world have the right to live in peace, free from fear and want." The Constitution thus upholds similar rights associated with human security.

Peace and Security Interventions

Japan implements its international peace cooperation activities and administers contributions in kind through the International Peace Cooperation Headquarters, which is part of the Cabinet Office <<http://www.cao.go.jp/en/international.html#pko>>. This is in accordance with the Law Concerning Cooperation for United Nations Peacekeeping Operations and Other Operations (the International Peace Cooperation Law) passed after the Gulf War in June 1992. Another pillar of Japan's international peace cooperation is its international human relief operations.

<http://www.pko.go.jp/PKO_E/pref_e.html#5rules>

JICA's Policy of Peace-building through Development Cooperation

The New ODA Charter (2003) clarifies peace-building as an important issue of ODA. In March 2004, JICA announced a reform plan that provides for strengthening support for peacebuilding. The Office of Peace-building was established, while measures to strengthen human development and human security measures in JICA's services were devised. JICA will work with NGOs and other aid organizations to carry out peace-building support activities at the grassroots communities.

JICA's Development Assistance for Human Security

Development cooperation in JICA is guided by the so-called "seven principles of development assistance" with a "human security" perspective

<<http://www.jica.go.jp/english/about/policy/reform/human/index.html>>.

These are:

- (1) Reaching those in need through a people-centred approach;
- (2) Empowering people as well as protecting them;
- (3) Focusing on the most vulnerable, whose survival, livelihood and dignity are at risk;
- (4) Comprehensively addressing both "freedom from want" and "freedom from fear;"
- (5) Responding to people's needs by assessing and addressing threats through flexible and inter-sectoral approaches;
- (6) Working with both government and local communities to realize sustainable development;
- (7) Strengthening partnership with various actors to achieve higher impact from assistance.

4.7. Natural Disasters and Conflict Mitigation and Adaptation

Japan's commitment to build disaster resilience as a means to realize sustainable development is shown by its proposal at the 58th Session of the UN General Assembly to hold the World Conference on Disaster Reduction (WCDR) in Kobe. At the conclusion of the WCDR, the assembly adopted the Hyogo Framework for Action for 2005-2015 (HFA).

The HFA serves as the guiding framework on disaster reduction for the international community.

Even before the WCDR, Japan had taken steps to strengthen cooperation in disaster reduction with Asian countries through the Asian Disaster Reduction Center (ADRC), which was officially established in 1998. The '90s was designated as the United Nations International Decade for Natural Disaster Reduction (IDNDR). Cooperation in disaster reduction at the regional level was the goal that pushed the creation of ADRC.

5. How Japan characterizes the overall Strengths and Weaknesses of its Environmental Security Approaches

It appears that Japan is willing to share its experience and knowledge in both the environmental and disaster fields – two areas of human security often impacted upon. Its record in terms of hosting conferences and training courses in both fields is remarkable, particularly when the range of participants is examined, i.e., from technical personnel to political decision makers. At the top policy level, Japan's leaders put forth points for action and commitments that often have global significance in the G8. As mentioned earlier, Japan will make contributions to enable the detection of abnormal weather and the prompt and accurate determination of disaster situations through the sharing of satellite data as part of its commitment to the Earth Observation Summit.

Japan is keen in strengthening ties with developing countries through cooperation, using human security as a guiding concept. In the recent past, Japan has been known for its hardware development assistance such as the use of Japanese machines or designs in other countries. While satisfaction of engineering criteria cannot be disputed, it may not have thoroughly considered social and cultural factors. Japan can share its experience and technology successfully only if it has a contextual understanding of the partner country.

Focus on a single hazard is a mark of disaster research in Japan, where social science is also under-represented in the academic and research community. A multi-hazard approach is still not well received. However as the threat of new and very complex risks (avian flu, SARS, terrorism) become more common, a different way of coping with risks and managing them is called for. Therefore, relying simply on Japan's experience may not yield effective results. With the knowledge that the conditions between Japan and other countries are far from similar, applying something based on Japan's experience must be carefully done; it is thus useful to follow the principles of the human security concept.

6. Key Policy Lessons Learned in Terms of the Development and Implementation of Environmental Security Policy

Due to the demand from both industrialized and developing countries, there is a trend to continuously record best practices and lessons, some of which were mentioned earlier. A variety of demands need to be filled and therefore more experiences, not limited to Japan, will be useful and effective.

As emergencies arise in times of disaster or conflict, responding in a timely and effective manner has emerged as a concern. Therefore, the modality of assistance and organizational management culture need revisiting in order for JICA and other international cooperating organizations in Japan to function well in such times.

The roles of local governments, civil society and the private sector are being recognized. However such stakeholders will need incentives to fulfil tasks that the national

government cannot do. A feedback mechanism should be ensured to allow for improvements in overall development approach and specific activities.

Social aspects of working with environmental and disaster management issues need to be better understood and may therefore require a corps of Japanese development workers who are sensitively prepared for working under conditions very different from that of Japan. Horizontal cooperation among sectoral ministries may also prove useful for certain types of projects (for example, environmental improvement of low-income settlements or slum areas). Issues cut across land management, housing policy, water and sanitation, solid waste management – yet each of these are separately handled by different ministries in the Japanese bureaucracy.

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II-H. Profile of The Netherlands

Version 1 – 7 July 2006

*Prepared by Johannah Bernstein
with the assistance of Laura Leland*



1. The Netherlands' Approach to Environmental Security

The Netherlands Ministry of Foreign Affairs has, since the 1990s, acknowledged the link between peace, security and development and the particular role that environmental degradation plays in contributing to conflict and breakdown within and between societies. The importance of this nexus was first highlighted in two important Dutch Foreign Ministry policy documents, "A World of Difference" in 1990, and "A World in Conflict" in 1993.

Most recently, the 2006 Dutch "Foreign Policy Agenda" formally recognised the extent to which environmental degradation can be a world-wide threat to security. The Policy Agenda notes that the loss of ecosystems and limited access to basic services gives rise to conflicts, which in turn destabilise and jeopardise security. In most of the poorest countries, conflicts are caused by the illegal trade in timber and minerals, a lack of clarity about property rights, the exhaustion of natural resources, and insufficient access to water and food for the local population. Natural disasters such as the recent tsunami only increase the potential for conflict. The Policy Agenda 2006 highlights further the role that healthy ecosystems play in contributing to peace, security, and sustainable development.¹

2. The Netherlands' Overarching Environmental Security Priorities

One of the central environmental security-related priorities for the Dutch Government will continue to be the implementation of MDG7 on environmental sustainability. Dutch development cooperation policy will focus on three subsidiary goals, which are closely related to the promotion of environmental security. These are: (i) integrating the principles of sustainable development into policy and reversing environmental degradation; (ii) halving the number of people without access to clean water by 2015; and (iii) substantially improving living conditions for at least 100 million slum dwellers by 2020. In addition, Dutch development policy on the environment will focus on: protecting life support systems for biodiversity, regional ecosystems and the climate; sustainable access to energy; desertification; as well as strengthening the integration of the environment-poverty linkage into European Commission aid programming.²

The Dutch Government will also focus on an aspect of security that is rapidly gaining importance: security of energy supplies. According to the Policy Agenda 2006, the Dutch Government maintains that "*as long as innovative energy policy does not lead to sustainable energy management, the demand for uninterrupted access to fossil fuels at a reasonable price will continued unabated*". Over the next few years the Netherlands will deploy its entire range of foreign policy instruments to achieve sustainable energy policy, investing more in relations with countries that have a large impact on the world market for oil and natural gas.

¹ "Policy Agenda 2006". Netherlands Ministry of Foreign Affairs. 2006. *Minbuza*. 9 Jan 2006. <<http://www.minbuza.nl>>.

² See: www.minbuza.nl and follow links to Dutch Aid Policy, Section 6.4 Environment and water.

3. How The Netherlands has Mainstreamed Environmental Factors into Foreign and Security Policy

The 2003 policy memorandum entitled “Mutual Interests, Mutual Responsibilities: Dutch Development Cooperation en route to 2015” acknowledges the inextricable linkages between environmental protection, trade and investments, poverty, security, human rights, and migration, and commits the Dutch Government to stepping up its efforts to pursue an “*integrated approach to its foreign policy, in which development cooperation is combined with diplomacy, political dialogue and pressure, security policy, fair trade, and market access*”.³

Most recently, the 2006 Dutch Foreign Policy has committed the Dutch Government to a more dynamic and integrated foreign policy approach. To this end, it identifies priorities and translates them into coherent, deliberate strategies tailored to a number of different themes, countries, and regions. This integrated approach is designed to facilitate coordinate foreign policy with other sectors.⁴

The 2006 Foreign Policy Agenda also provides a clear expression of the formal recognition of the Netherlands that environmental degradation is a global threat to security. Indeed, one of the eight main goals of Dutch foreign policy is to protect and improve the environment. The 2006 Foreign Policy Agenda specifically acknowledges that “*the loss of ecosystems and limited access to basic services give rise to conflicts that can have a destabilizing effect at national and regional levels and jeopardize global security.*” It further asserts that many conflicts in developing countries are caused by the illegal trade in timber and minerals; a lack of clarity about property rights; the exhaustion of natural resources; insufficient access to water, energy, and food; as well as natural disasters, all of which undermine peace, security and sustainable development.⁵

As part of its commitment to integrated policy responses, the Netherlands has created the Stability Fund to provide rapid, flexible support for activities that increase peace, security, and development in countries and regions emerging from or at risk of sliding into armed conflict. The fund enables coherent, integrated use of the various foreign policy instruments and resources and draws on both the development (ODA) and general foreign policy (non-ODA) budgets.⁶

4. The Netherlands and Mainstreaming Conflict Prevention and Livelihood Protection into Development Cooperation

The Netherlands’ approach to mainstreaming conflict issues into development cooperation is reflected in the Foreign Policy Agenda 2006. The Policy Agenda emphasises the links between peace, security, and stability as prerequisites for poverty reduction and commits Dutch development cooperation to promoting stability in post-conflict situations. The Stability Fund, described above, has been an important instrument in this regard since it enables both ODA and non-ODA funds to be used to solve problems at the junction of security and development.

In an address to the March 7, 2006 International Environmental Security/Adelphi Forum on Environment and Cooperation held in the Hague, Dutch State Secretary for the Environment Pieter van Geel described the Dutch Government’s new development

³ See: www.minbuza.nl. Follow links to “Dutch aid policy”.

⁴ “Policy Agenda 2006”. [Netherlands Ministry of Foreign Affairs](http://www.minbuza.nl). 2006. [Minbuza](http://www.minbuza.nl). 9 Jan 2006. <<http://www.minbuza.nl>>.

⁵ “Policy Agenda 2006”. [Netherlands Ministry of Foreign Affairs](http://www.minbuza.nl). 2006. [Minbuza](http://www.minbuza.nl). 9 Jan 2006. <<http://www.minbuza.nl>>.

⁶ www.envirosecurity.net/activities/ECC/VanGeelSpeech.pdf

policy, which firmly acknowledges that challenges related to peace, security, the environment, and migration cannot be addressed within countries alone since in many cases, their causes and consequences extend beyond national borders. The State Secretary further highlighted that Dutch development cooperation policy is focused increasingly on combining cooperation policy with conflict prevention, control, stability, and reconstruction. Dutch development cooperation policy also aims to promote a regional approach to cooperation – especially as regards the complex interaction between conflict management, post-conflict stabilization, and reconstruction.

Dutch Development Cooperation Minister Agnes van Ardenne has also formally acknowledged that in many parts of the developing world the achievement of the MDGs is directly linked to progress in the field of peace and security. This reality requires a new approach to development that is grounded in an integrated approach that works and is based on close cooperation between all relevant actors.”⁷

Although the budget for the next few years is unlikely to be fully disbursed, the Netherlands is committed to attaining its spending target of 0.1% of GNP for the environment by no later than 2007. Furthermore, and as noted above, over the coming years, the development cooperation environment programme will dovetail more closely with MDG7, with focus on: (i) integrating the principles of sustainable development into policy and reversing environmental degradation; (ii) halving the number of people without access to clean drinking water by 2015; and (iii) substantially improving living conditions for at least 100 million slum dwellers by 2020.

The Netherlands will also seek to intensify its development cooperation activities in those partner countries where it is active in the environment sector. In partner countries where the environment is not receiving support from the Netherlands, the government will devote more attention to capacity building, compiling environmental action plans, integrating ecological sustainability into other sectors, and providing support for civil society organisations to help with lobbying, research, and model projects. In terms of partner countries, increasing focus will be directed towards the Great Lakes Region through the development of a regional environment programme to address the rapid depletion of its natural resources and its contribution to growing instability in the region.

As a side note, the overall coherence of Dutch development policy with other sectoral challenges, such as aid, trade, environmental protection, and peace and security has been recognised by the independent Washington-based Centre for Global Development, which produces the coherence index measuring spending in these different areas. In recent years, the Netherlands has obtained the highest overall score.⁸

5. The Netherlands and Environmental Cooperation in Conflict Zones

In his keynote address to the March 7 Forum on Environment, Conflict and Cooperation (hosted by the Institute for Environmental Security and Adelphi Research), State Secretary for the Environment Pieter van Geel acknowledged that the environment lends itself - perhaps more than any other theme - to peace-building and peacekeeping.⁹ The State Secretary acknowledged that cross-border environmental cooperation is often difficult to achieve, whether the borders are political, cultural, economic or social. But where it takes root its effects are usually positive. As he states, *“Parties learn to trust each other and to work together. Regional identities emerge around shared resources. Mutual rights are recognised and prospects improve.”*

⁷ “Security and Development: Making the Nexus Work”. Netherlands Ministry of Foreign Affairs. 2004. [Minbuza](http://www.minbuza.nl). 20 Dec 2005. <<http://www.minbuza.nl>>.

⁸ See: www.minbuza.nl. Follow links to “Dutch aid policy”, Section 5.2: Coherence.

⁹ www.envirosecurity.org/activities/ECC/VanGeelSpeech.pdf

The Dutch Government has undertaken a range of environmental security and cooperation activities. For example it actively supports Environment and Security Initiative in its work in Southeast Europe, Central Asia, and the Caucasus. In many areas, the Netherlands is focusing on water-related conflict. It has been actively involved in Nile Basin Initiative, which involves all the countries in the Nile river basin and plays an important role in conflict prevention, promoting economic growth through better water management. It has also led to regional cooperation in other fields - like agriculture, the environment and energy. The Netherlands is supporting similar partnerships for the Mekong, the Limpopo and the Ganges. As noted above, The Netherlands has also developed a programme in the Great Lakes Region of Central Africa. The aim is to bring peace and stability through sustainable development of natural resources.

Like many other OECD Member States, The Netherlands is committed to active, constructive participation in peace and security-related organisations, such as the European Commission, NATP, the Council of Europe, and the OSCE, but also through partnerships with other regional organisations such as the EU Africa Peace Facility and sub-regional organisations as ECOWAS, SADC and IGAD.

6. The Netherlands and Inclusion of Environmental Factors in Monitoring, Mapping, and Early Warning Systems

The Ministry of Housing, Spatial Planning and Environment, the Ministry of Interior and Kingdom Relations, along with the Dutch Geological Survey and the Dutch Environmental Assessment Agency Netherlands, are working with the European Commission in its efforts to pursue co-cooperation on global monitoring for environment and security. The Netherlands is actively involved in the EU Global Monitoring for Environment and Security initiative, in which information about the environment is being gathered from space satellites and compiled in order to make it available to scientists, policy makers, and industries. This data can be used for environmental security planning and preventative actions.¹⁰

7. The Netherlands and Environment and Security Risk and Needs Assessment and Management

The Dutch Government has created the *Stability Assessment Framework (SAF)*, which incorporates a wide variety of early warning models, assessment frameworks, and practitioners' guidelines. The SAF is designed to assist in the development of integrated responses to sustainable stability promotion. The various parts of the SAF can be applied for stability assessment and context analysis, as well as a tool for political dialogue, to develop conflict-sensitive policy plans and implementation schemes, or to promote multi-donor cooperation.

The SAF has been tested by the Dutch Ministry for Foreign Affairs in Mozambique, Rwanda and Kenya. A key component of the SAF involves a number of mapping and analysis exercises, including: trends analysis to identify priority concerns; institutional analysis to assess the effectiveness of key institutions; and political actor analysis. The SAF helps to build local capacities for analysis, awareness, and response, and to mainstream stability promotion into governance reform efforts.¹¹

¹⁰ See: www.gmes.info

¹¹ Netherlands Ministry of Foreign Affairs. "The Stability Assessment Framework: Designing Integrated Responses to Security, Governance and Development". Prepared by the Clingendael Institute for the Netherlands Ministry for Foreign Affairs. 2005. Pages 10-11.

8. The Netherlands and Environmental Conflict Prevention and Resolution

The Dutch Government's 2001 White Paper on conflict prevention asserts that conflict prevention is a core task of Dutch foreign policy in the broadest sense. The Dutch Government maintains that the primary focus of conflict prevention should be international co-operation, rather than developing specific national policies, by using instruments such as diplomacy, economic aid, humanitarian aid, and possibly military activities. The Dutch Government perceives post-conflict rehabilitation as a form of conflict prevention, in light of the fact that after an armed conflict, there is a 40% chance that hostilities will flare up again.¹²

The 2001 White Paper also distinguishes between structural long-term prevention, in the form of pro-poor development, and short-term 'operational' prevention and asserts that the promotion of good governance, democracy and human rights must be at the heart of every strategy for conflict prevention. Other key principles of Dutch conflict prevention policy include:

- “- support for the international rule of law;*
- early warning and early action;*
- well-co-ordinated and coherent use of national and international resources;*
- active use of, and support for, multilateral fora;*
- broad poverty reduction to tackle long-term causes of conflict;*
- special attention for good governance, democratisation and human rights, including the protection of minorities;*
- local ownership and participation;*
- a regional approach to prevent 'spill-over' effects”.*

In a recent speech to the SID and NCDO Conference on Security and Development, Foreign Minister Dr. Bernard Bot asserted that the key to success in conflict prevention and resolution is the overall political framework that gives logic and coherence to the political, military and developmental efforts undertaken.¹³

Minister Bot maintains that maintaining cohesion between political, security and development efforts is especially relevant in regions affected by conflict, or regions that serve as safe havens for extremists and terrorists. Coherence and cohesion at the national level involves close cooperation by the ministries involved. To this end, the Ministers of Foreign Affairs and of Development Cooperation and Defence, as well as their staff, hold regular consultations with each other at various levels. Another important coherence innovation is the creation of a Security Sector Reform (SSR) team that consists of employees of the Ministries of Foreign Affairs and Defence. This SSR team's remit is to assist governments in formulating and implementing plans to improve the provision of security for their citizens. The SSR team can draw from a pool of qualified experts on security issues.

Another important feature of Dutch conflict prevention is the emphasis on the role of civil society. In a 2005 speech entitled “The World's Banlieues”, Dutch Development Cooperation Minister Agnes van Ardenne emphasised that civil society organisations must play a more prominent role in conflict prevention and to this end, the Dutch

¹² Netherlands Minister of Development Cooperation Agnes van Ardenne. “The world's banlieues”. Speech presented to the symposium on the role of civil society in conflict prevention and peacebuilding. European Centre for Conflict Prevention. Utrecht, 15 November 2005.

¹³ Dr. Bernard Bot, Minister of Foreign Affairs. “The Dutch Approach: Preserving the trinity of politics, security and development”. Speech presented at the SID and NCDO Conference on Security and Development, The Hague. 7 April 2006.

Government as one of the main donors of the Global Partnership for the Prevention of Armed Conflict, has initiated the European Centre for Conflict Prevention.¹⁴

9. The Netherlands and Post Conflict Environmental Rehabilitation, Environmental Cooperation and Peace Building

The Dutch Government's 2002 White Paper on Post-Conflict Reconstruction highlights the Netherlands' key priorities with regard to post-conflict reconstruction and related physical, economic, socio-cultural and political development challenges. The White Paper asserts that political stability and the consolidation of peace and security are prime concerns in post-conflict conditions and require international support. It also recognises that ownership of the peace process must reside with the parties directly involved in the conflict, that quick fixes are not viable in situations of conflict, and that longer-term support is essential.

The White Paper also affirms that coherence and co-ordination must be enhanced with regard to other donor countries and to the various aid organisations in order to close the gap between humanitarian assistance and structural forms of development cooperation. The regional character of conflicts, which should be taken into account when attempting the reconstruction process, is stressed as well. And finally, The Netherlands recognises that the chance of reoccurrence also necessitates the adoption of an early warning and action approach in post-conflict situations.¹⁵

The 2006 Foreign Policy Agenda further describes the Dutch approach to sustainable reconstruction as one that integrates the various instruments of foreign and security policy. These include: diplomacy, development cooperation, humanitarian aid, and economic and military support.¹⁶

The Netherlands remains concerned about the limited effectiveness of ODA in supporting effective solutions to the interlinked problems of failing states and post-conflict aid. To address this problem, the Dutch Government is preparing a compendium of state practices for the OECD/DAC with particular focus on situations where ODA flows impede the implementation of integrated policy at the juncture of peace, security and development. The Dutch Government is also preparing guidelines for improving donor conduct in fragile states.¹⁷

The Netherlands Stability Fund is an important instrument in the post-construction process. As noted above, it supports integrated approaches in the promotion of peace, security, and development both prior to and after conflict emerges. In post-conflict situations, the Dutch Government focuses reconstruction efforts on conflict management to restore stability and re-establish conditions for sustainable development. "Good governance" initiatives like fostering participation and decision-making processes and strengthening the state apparatus are high priorities.¹⁸ Moreover, the Stability Fund is

¹⁴ Van Ardenne-van der Hoeven, Agnes. "The World's Banlieues". 15 Nov 2005: Utrecht. Ministerie van Buitenlandse Zaken. 9 Jan 2006. <<http://www.minbuza.nl>>.

¹⁵ Dutch Ministry of Foreign Affairs, IOB Policy and Operations Evaluation Department. "2003 Dutch Policies and Activities directed at peacebuilding and policy initiatives". Undated. See: <http://www.euforic.org/iob>

¹⁶ "Policy Agenda 2006". Netherlands Ministry of Foreign Affairs. 2006. Minbuza. 9 Jan 2006. <<http://www.minbuza.nl>>.

¹⁷ "Policy Agenda 2006". Netherlands Ministry of Foreign Affairs. 2006. Minbuza. 9 Jan 2006. <<http://www.minbuza.nl>>.

¹⁸ Clingendael Institute. "The Stability Assessment Framework: Designing Integrated Responses to Security, Governance and Development". Netherlands Ministry of Foreign Affairs. 2005. Pg: 65-6.

used to boost local peacekeeping capacity in post-conflict countries and to help build an effective security sector managed under civilian control.

10. The Netherlands and Natural Disaster and Conflict Mitigation and Adaptation

The Dutch Ministry for Foreign Affairs 2005 Grant Policy Framework for Humanitarian Aid outlines the government's approach to humanitarian aid and disaster relief. In brief, Dutch humanitarian aid strategy promotes coordinated approaches between donors such as UN agencies, the International Committee of the Red Cross (ICRC) and NGOs.¹⁹

Dutch efforts in acute crisis situations are guided by the Emergency Appeals of the United Nations, the ICRC and the International Federation of Red Cross and Red Crescent Societies (IFRC). Dutch humanitarian aid also focuses on large-scale, acute emergencies resulting from natural disasters, epidemics, or escalating conflicts. The Netherlands is guided by the OCHA, the United Nations Emergency Relief Coordinator, and/or IFRC/ICRC, as well as whether international support has already been provided, the magnitude of the natural disaster, and the support base of the local community.

11. Conclusion

The Netherlands' foreign policy has evolved considerably in the last fifteen years to recognize environmental degradation to be one of the principle global threats to security. One of the eight main goals of current Dutch foreign policy is to protect and improve the environment.

The 2006 Foreign Policy Agenda emphasizes the links between peace, security, and stability as prerequisites for poverty reduction and commits Dutch development cooperation to promoting stability in post-conflict situations. The Dutch Government has launched several initiatives that help in achieving peace and security. The Stability Fund is an important example of the commitment of the Dutch Government to ensure that all necessary resources are used to redress threats to environmental and human security.

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¹⁹ See: www.minbuza.nl and follow links to humanitarian aid.

II-I. Profile of Norway

Version 1 – 14 June 2006

*Prepared by Johannah Bernstein
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1. Norway's Approach to Environmental Security

Norway has committed itself to developing the concept of environmental security as a framework for national and international cooperation. Norway's concept of security is broadening. In a recent address to the London School of Economics on *Norwegian foreign policy priorities*, Foreign Minister of Norway Jonas Gahr Støre, indicated that the strategic position of security is gradually shifting from a military security perspective to a perspective that is based on political, economic, social and environmental considerations, which are linked and mutually reinforcing. Norway maintains that the regional approach is comprehensive security in practice.¹

According to the Norwegian Minister of the Environment, Guro Fjellanger, in her opening address to the *Seventh OSCE Economic Forum*, Norway recognizes that "environmental degradation will often have negative economic effects that in turn can lead to social disruptions" and eventually conflict. Environmental problems, including resource scarcity, are first felt locally; but in the medium to long-run the most serious environmental threats are those that are shared by many states or even globally. The Norwegian Minister of the Environment further asserts in that "sustainable development and more equitable distribution of resources would mean a safer world for all." Sustainable development is therefore an important element of the expanded security concept.²

Vital elements of Norway's environmental security approach are the responsible long-term resource management and commitment to local, national, regional, and global action. Environmental management and public participation are a very important part of this cooperation and constitute a significant contribution to environmental security in this region.

2. Norway's Environmental Security Priorities

According to Jan Petersen, Norwegian Minister of Foreign Affairs, in his speech *Norwegian Policy in the High North*, "global warming is now the most pressing item on the Arctic environmental agenda" and a major concern for Norway. At the global level, Norway faces security implications from worsening climate change, biodiversity loss and degradation of forests. The protection of the Barents Sea will become increasingly important for Norway in light of its energy source to Europe and North America. As much as a fourth of the world's undiscovered petroleum resources may be located in the Arctic.³

Norway will engage Russian, European, and American partners to secure the High North as a region of stability, prosperity, and environmental awareness. The challenge will be to

¹ Store, Jonas Gahr. "Norwegian foreign policy priorities". 26 Oct 2005: London". Arkiv. 10 Jan 2006. <http://odin.dep.no/ud/norsk/aktuelt/taler/minister_a/032171-090437/dok-bn.html>.

² Fjellanger, Guro. "Opening Address to Seventh OSCE Economic Forum". 25-28 May 1999: Prague. Arkiv. 10 Jan 2006. <<http://odin.dep.no/odinarkiv/norsk/md/1999/taler/022005-090153/dok-bn.html>>.

³ Peterson, Jan. "Norwegian Policy in the High North". 12-14 May 2005. Arkiv. 10 Jan 2006. <<http://odin.dep.no/odinarkiv/norsk/ud/2005/taler/032171-090387/dok-bn.html>>.

place the Barents Sea at the forefront of the oil and gas exploration, but to do it in a way that takes into account the needs of the vulnerable Arctic environment.

Norway has been cooperating with Russia since the early 1990's on nuclear safety, according to the Norwegian Minister of Foreign Affairs. The emphasis on Russia, especially in the area of nuclear safety (which includes both environmental and non-proliferation concerns) will also be a continuing priority. The Kola Peninsula, located adjacent to Norway, has the world's largest concentration of nuclear installations. This not only represents a threat to the environment but a legitimate concern in terms of the potential likelihood that nuclear material could be stolen by terrorist forces. For these reasons, Norway has been involved in bilateral cooperation for the past ten years on the subject of nuclear safety and will continue to play a leading role in the work to intensify nuclear safety efforts in North-western Russia.

3. Geo-political and Other Factors that have Influenced Norway's Approach to Environmental Security

In Foreign Affairs' Minister Jan Petersen's May 14, 2005 address, *Norwegian Policy in the High North*, he noted several emerging priorities for Norway. These include its commitment to safeguard Norway's interests and security in the High North, which involves its relations with Russia; the environment and climate issues in vulnerable Arctic areas; and the rights of indigenous peoples. Norway's engagement in the North derives from its involvement in Barents Sea cooperation, which started in the early 1990s.⁴

Another key factor is the extent to which the energy dimension is changing the role of Norway in the High North. The energy dimension applies directly to Norway, Russia, and all neighbours from whom energy production, supply and security, and global climate and environmental challenges are important concerns. It is clear that the Barents Sea may become one of Europe's most important petroleum provinces. As gas production further south on the Norway shelf diminishes, there will be spare capacity in the pipeline network. Therefore, it will be increasingly important for Norway to be closely involved in developments on the Russian shelf. Russian President Putin has invited Norway to take part in a strategic energy partnership with Russia in the High North, to which Norway has agreed to ensure that the Barents Sea continues to be one of the most unspoiled areas in the world

4. How Norway Mainstreams Environmental Factors into Foreign and Security Policy

In Foreign Minister Jonas Gahr Store's February 8 2006 Foreign Policy Address to the Storting, he noted that the government's foreign policy is based on three main tracks. The first track involves supporting the development of an international legal system that regulates the use of force and prevents the domination of the weak by the strong. This involves promotion of human rights, disarmament, environmental protection, fair trade and strengthening international institutions.

The second track of Norwegian foreign policy involves maintaining good relations with its friends and allies. Norway's membership in NATO is an important pillar of its foreign policy.

The third track of Norway's foreign policy involves using opportunities to promote peace, reconciliation, and development. In this regard, Norway takes a long-term approach to

⁴ Peterson, Jan. "Norwegian Policy in the High North". 12-14 May 2005. Arkiv. 10 Jan 2006. <<http://odin.dep.no/odinarkiv/norsk/ud/2005/taler/032171-090387/dok-bn.html>>.

promoting a more equitable world-order that will ensure the redistribution and transfer of technology to enable developing countries to realise their own development potential.⁵

5. How Norway Mainstreams Conflict Prevention and Livelihood Protection into Development Cooperation

The Norwegian Agency for Development Cooperation (Norad) distinguishes Norwegian development cooperation as a contribution toward long-term improvements in the economic, social, and political conditions of the populations of developing countries, emphasizing that development-aid be used to benefit the poorest people. The five dimensions of Norwegian development cooperation are:

1. To combat poverty and contribute towards lasting improvements in living standards and quality of life, thereby promoting greater social and economic development and justice nationally, regionally, and globally. In such development, priority must be given to employment, health, and education.
2. To contribute towards promoting peace, democracy, and human rights.
3. To promote responsible management and utilization of the global environment and biological diversity.
4. To contribute towards preventing hardship and alleviating distress arising from conflicts and natural disasters.
5. To contribute towards promoting equal rights and opportunities for women and men in all areas of society.

The main goal of Norwegian development cooperation has been the reduction of the gap between the world's rich and poor countries. Human equality is a fundamental principle that is featured in all of the key documents concerning development cooperation policy. Norad asserts that Norway, "as one of the richest countries in the world, has a moral obligation to alleviate suffering and promote humane living conditions in other parts of the world."⁶

6. Environmental Cooperation Over Degraded and Environmentally-stressed Resources in Conflict Prone and Conflict Affected Zones

In his address to the London School of Economics, the Foreign Minister of Norway Jonas Gahr Støre emphasized the challenges presented by European integration in terms of international relations.⁷ Even though Norway has elected to stay out of the European Union by popular vote, it is closely allied and fate is intertwined with the rest of Europe. Norway seeks to strengthen its relationship and cooperation with Russia at the bilateral level and through regional forums such as the Arctic and the Barents Councils.

The Arctic Council focuses on environmental protection, climate change issues, and sustainable development in the Arctic region. Norway would like to expand the Arctic Council's role and lay foundations for international measures for dealing with the issues of the region.

As regards the far north, the Barents Cooperation with Russia is a way to look beyond Norway's own region and take active participation in regional cooperation in Europe.

⁵ Store, Jonas Gahr. "Foreign Policy Address to the Storting". 8 Feb 2006. Ministry of Foreign Affairs. 14 Jun 2006. <<http://www.odin.dep.no>>.

⁶ "Goals of Norwegian Development Cooperation". 21 Jun 2004. Norad. 10 Jan 2006. Norad. <http://www.norad.no/default.asp?V_ITEM_ID=1284>.

⁷ Store, Jonas Gahr. "Norwegian foreign policy priorities". 26 Oct 2005: London". Arkiv. 10 Jan 2006. <http://odin.dep.no/ud/norsk/aktuelt/taler/minister_a/032171-090437/dok-bn.html>.

Baltic Cooperation in the south aims at assisting the strengthening of democracy and the market economy, as well as multiple projects of people-to-people cooperation.

The NATO-Russia Council has become an efficient and practical instrument for linking Russia and Europe more closely together, a development that is having a positive influence on Norway's own relations with Russia. Relations with partnership countries will become increasingly important in the Caucasus and Central Asian regions.

7. How Norway Contributes to Environmental Conflict Prevention and Resolution

Preventing conflict and making, keeping, and building the peace are central priorities in Norwegian foreign policy. Norway has recently developed a Strategic Framework for Peace-building. The Framework will place greater emphasis on peace-building: to preventing armed conflict from breaking out, facilitating and supporting peacemaking processes in countries in conflict, helping to rebuild post-conflict societies, and preventing violence from recurring.

The Framework provides for peace negotiations to be supplemented by a broad range of measures for the advancement of security, as well as political, social, and economic development. The Strategic Framework is designed to assist Norway in targeting its efforts, making them as effective as possible. However, even though Norway now has a common platform on which to base its support for and participation in peace-building efforts, Norway does recognise that every conflict situation is unique and that peace-building must be tailored accordingly.

The Norwegian Government recently announced that it would intensify its efforts to increase the participation of women in efforts to promote peace and security, specifically in civil and military peace operations, mediation and peace-building. It is also increasing efforts to protect women's human rights in conflict areas. The Ministries of Foreign Affairs, Defence, Justice and Policy and Children and Equality have developed an action plan.

8. Conclusion

Norway views security as comprehensive to include political, economic, social, and environmental elements. Norway's environmental security priorities deal with the implications from worsening climate change, biodiversity loss, and forest degradation, as well as the protection of the Barents Sea. Achieving nuclear safety is another area of priority which Norway is facing in cooperation with Russia.

Promoting peace, reconciliation and development are three intrinsic elements in Norway's foreign and development-cooperation policies. Norway has recently developed a Strategic Framework for Peace-building, a framework that aims to 'build competence in the foreign service concerning the use of development co-operation for peace-building purposes'.⁸

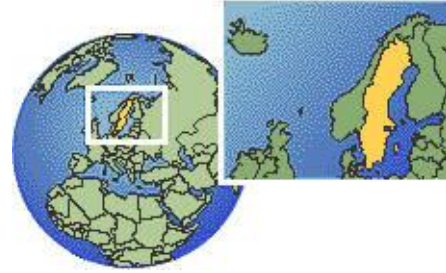
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⁸ "Peacebuilding: A Development Perspective". Ministry of Foreign Affairs. 16 Aug 2004. Ministry of Foreign Affairs. 14 Jun 2006. <<http://www.odin.no/ud/english/topics/dev/032181-120005/dok-bn.html#2>>.

II-J. Profile of Sweden

Version 1 – 7 July 2006

*Prepared by Johannah Bernstein
with the assistance of Laura Leland*



1. Sweden's Approach to Environmental Security

A New Understanding of Security

The Government of Sweden has formally acknowledged that environmental destruction and the scarcity of resources have become common reasons for armed conflicts, natural disasters and their increasingly serious effects. Sida asserts that development cooperation must consider the interrelationship of environmental destruction, poverty, economic growth, human health, and good governance.¹ Sida also maintains that in order to prevent future resource-related conflicts, it is important to ensure the conditions necessary for sustainable livelihoods. This in turn calls for enhanced protection for the environment and the natural resources that are necessary to secure sustainable livelihoods.²

Sweden's Policy for Global Development

Sweden's new overall policy for global development also provides important insights into the government's evolving approach toward environmental security. As noted below, environmental protection and conflict management and security are listed together as two of the eight central elements of the Policy for Global Development. The goal of the policy is to ensure that policies related to trade, agriculture, security, migration, and economics must be devised in such a way as to promote equitable and sustainable development globally.

The eight central component elements to the Policy for Global Development include:

- Respect for human rights
- Democracy and good governance
- Gender equality
- Sustainable use of natural resources and environmental protection
- Economic growth
- Social progress and security
- Conflict management and security
- Global initiatives to protect the environment, combat contagious diseases, etc.³

¹ "All Development Must be Sustainable". Sida. 22 November 2005. Sida. 2 May 2006. <<http://www.sida.se/sida/jsp>>.

² "Integrating the Environment: Knowledge for Environmentally Sustainable Development". Sida. June 2004. Pg: 23.

³ Jamin, Carin. "Sweden's Global Development Policy". Swedish Ministry of Foreign Affairs. Stockholm: 9 Sep 2004. Regeringens. 8 Mar 2006. <<http://www.regeringen.se/sb/d/574/a/24520>>.

2. How Sweden Mainstreams Environmental Factors into Foreign and Security Policy

The Statement of Government Policy in the Parliamentary Debate on Foreign Affairs in February 15, 2006 asserts that its foreign policy is based on the conviction that there is an “interconnection between security, development, and human rights”.⁴ The interconnections between respect for human rights, dialogue, global security, and development will continue to guide Swedish foreign policy in the coming years.

3. How Sweden Mainstreams Conflict Prevention and Livelihood Protection into Development Cooperation

Sweden’s Holistic Approach to Security and Development

Sida’s new policy “Promoting Peace and Security through Development Cooperation” replaces Sida’s Strategy on Conflict Management and Peacebuilding (1999) and is based on the Swedish Policy on Global Development (2003), previous Government policies, Sida’s Perspectives on Poverty (2002) and the OECD-DAC Guidelines (2001). In 2004, Sida supported 107 different interventions for peace and security, to a value of SEK 710 million (approximately USD 105 million).⁵

The three cornerstones of Sida’s approach to development cooperation in potential or ongoing zones of conflict and insecurity include the following: risk awareness to understand and anticipate the effects of violent conflict on development cooperation and humanitarian assistance; conflict sensitivity to ensure that development assistance and humanitarian assistance do no harm; and the creation of opportunities to promote peace and security through different projects and programmes.⁶

Sida’s Peace and Security Interventions

Sida has identified three categories for development cooperation in the promotion of peace and security. The first involves creating the conditions for different forms of dialogue, such as mediation and reconciliation. The second involves concrete projects to ensure the promotion of security for individuals and groups affected by violent conflict. The third involves the promotion of structural stability to exploit the hidden potential of conventional development cooperation to address the root causes of conflict. Sida’s initiatives to support peace and security are summarised in an annual report containing a survey, which lists all interventions supported to promote peace and security.⁷

4. Sweden and Environmental Cooperation over Degraded and Environmentally-stressed Resources in Conflict Prone and Conflict Affected Zones

The Partnership for Peace

Sweden asserts that in order to meet present and future threats, the Government will further strengthen international cooperation on foreign and security policy; however, it will be based on Sweden’s non-participation in military alliances. Sweden maintains that it is important to have broad cooperation with NATO within the framework of the current

⁴ “Statement of Government Policy in the Parliamentary Debate on Foreign Affairs”. Government Offices of Sweden. 15 Feb 2006. [Government Offices of Sweden. 8 Mar 2006. <http://www.sweden.gov.se/sb/d/3103>](http://www.sweden.gov.se/sb/d/3103).

⁵ “Policy”. Sida. 21 Nov 2005. Sida. 13 Dec 2005. <http://www.sida.se>.

⁶ See: www.sida.se and follow links to Division for Peace and Security.

⁷ See: www.sida.se and follow links to Division for Peace and Security.

Partnership for Peace (PfP). Despite the value that Sweden perceives in the work of NATO, it does not see any reason at present to join NATO. Sweden maintains that non-participation in military alliances gives Sweden both independence in its international commitments as well as the opportunity for Sweden to participate in international cooperation for peace and security.⁸

Sweden maintains that the Partnership for Peace has an important role to play as the international community faces new security challenges. However, there are now more international actors on the field and Sweden has identified five areas where the Partnership can add value to make a difference to prevent, manage and solve conflicts.

First, efforts must be directed toward improving its capacity to act more quickly. Both NATO and the EU are developing capabilities for rapid response. Second, resource mobilization must be improved. Third, the links between security and development must be strengthened: it is important to support the further development of mutually reinforcing military and civilian operations. Fourth, respect for human rights and international law in crisis management operations must be stepped up. Fifth, Sweden must continue improving consultations with Partner troop-contributing countries. Sweden's participation in NATO-led crisis management operations is a central aspect of the Partnership.⁹

5. Sweden and Inclusion of Environmental Factors in Monitoring, Mapping and Early Warning Systems

FOI Early Warning Initiatives

The Swedish Defence Research Agency's (FOI) Department for Environment and Protection conducts research on how humans and the environment can be better protected against chemical, biological and nuclear substances as well as the effects of ionizing radiation. One important aspect of this protection is being able to detect and provide early warning of these threats to ensure that appropriate action is taken quickly.¹⁰

New Methods for Early Detection of Earthquakes

In addition, the Swedish Defence Research Agency (FOI) and Uppsala University have recently discovered that a method previously used to warn about mining quakes can be used to predict where and when earthquakes may occur. With this method, (involving the study of tension in earth crust activity) major quakes such as the one that caused the 2004 tsunami could be better predicted.¹¹

6. Sweden and Environment and Security Risk and Needs Assessment and Management

FOI's Vulnerability Analysis Work

The Swedish Defence Research Agency's (FOI) work in the area of security, safety and vulnerability analysis involves carrying out analyses and producing data as a basis for future-decision-making. FOI provides decision-making support in matters concerning the

⁸ Statement of Government Policy in the Parliamentary Debate on Foreign Affairs, February 15, 2006

⁹ Freivalds, Laila. "Managing Security Our Common Challenge". 25 May 2005: Are. Government Offices of Sweden. 8 Mar 2006. <<http://www.sweden.gov.se>>.

¹⁰ "Environment and Protection". FOI. 16 Dec 2006. <http://www.foi.se/FOI/template/Page_1580.aspx>.

¹¹ "New Method for Predicting Earthquakes". FOI. 14 Sep 2005. FOI. 13 Dec 2005. <http://www.foi.se/FOI/Templates/NewsPage_4441.aspx>.

development of the threat picture, including problems associated with environment and resource planning. FOI's work involves problem formulation, support for the work of strategic restructuring, and methods for evaluating alternative courses of action. Environmental strategy studies are an important tool in FOI's work.¹²

FOI's Threat Assessment Work

In addition, FOI's Department for Threat Assessment undertakes overall assessments of the whole spectrum of threats and risks. The Department carries out experimental research as well as threat analysis and studies to advance understanding of the effects of biological, chemical and nuclear risks and potential new threats.¹³

Sida's Conflict Analysis Approach

The 2004 methodology "Conflict-sensitive development cooperation: How to conduct a conflict analysis" is a tool developed by Sida to provide practical guidance on how to analyse violent conflicts so as to highlight the interaction between development cooperation, potential or ongoing violent conflict or insecurity. The methodology is divided into three sections. The first deals with conflict analysis at project, strategic and sector level. The second includes Sida's approach to peace and security, as well as how to develop appropriate responses. The third section is an outline of the causes of violent conflict.¹⁴

7. Sweden and Environmental Conflict Prevention and Resolution and Crisis Management

Sweden's defence policy for 2005-2007 acknowledges the need to increase conflict-prevention and crisis management efforts. The Government maintains that Sweden's "capability to participate in all kinds of peace-promoting operations, from preventive measures to peace enforcement must increase both qualitatively and quantitatively."¹⁵

A recent Swedish Foreign Ministry report entitled "Global Development and Human Security: Towards a Policy Agenda" highlighted several policy recommendations for strengthening Sweden's engagement in conflict prevention. These include:¹⁶

- Cultivate a culture of conflict sensitivity by ensuring that all aid professionals are equipped with the multidisciplinary skills and analytical instruments needed to assess regional and ethnic imbalances and political dynamics.
- Carry out conflict assessments, social analysis, and risk assessment to ensure that country assistance strategies are conflict sensitive and implemented by all government departments to guarantee policy coherence.
- Develop conflict sensitivity criteria for country assistance strategies.
- Manage the risks of unintended consequences associated with aid in conflict-prone environments.

¹² "Security, Safety and Vulnerability Analysis". FOI. 16 Dec 2005. <http://www.foi.se/FOI/templates/Page_1612.aspx>.

¹³ "Threat Assessment" FOI. 16 Dec 2005.

<http://www.foi.se/FOI/templates/Page_1578.aspx>.

¹⁴ "Methodology". Sida. 21 Nov 2005. Sida. 13 Dec 2005. <<http://www.sida.se>>.

¹⁵ Swedish Government Bill 2004/05:5 "Our Future Defence: The focus of Swedish defence policy 2005-2007".

¹⁶ Picciotto Robert, et al. "Global Development and Human Security: Towards a Policy Agenda". Report published by the Ministry for Foreign Affairs of Sweden. Global Development Studies No.3.

8. Sweden and Post-conflict Rehabilitation

Important Post-conflict Lessons

The aforementioned Swedish Foreign Ministry report entitled “Global Development and Human Security: Towards a Policy Agenda” concludes that the post-conflict phase should be launched at an early phase of peacekeeping and that conflict management interventions should take into account key lessons learned, including the following lessons learned from on-the-ground experience:

- The sequential model of diplomacy, military intervention, conflict management, peacemaking, reconstruction and development, does not always suit the realities on the ground.
- Regional actors have been neglected and inadequately supported. In many cases, they are more sensitive to early warnings of potential conflict.
- UN mandates have been too narrowly focused on short-term objectives of political settlement and elections, encouraging early exit without dealing with the root causes of conflict.
- Peace agreements should strategically address critical issues such as the transformation of armed groups into political entities and actors and must move beyond training to ensure capacity development for the oversight of the security sector, for the engagement of key actors in development and for involving fragile states adjacent to war-affected countries.¹⁷

9. Sweden and Natural Disaster Preparedness

Sweden’s Contribution to Disaster Preparedness

According to Sida, at the international level, Sweden contributes to operational disaster preparedness mainly through its support to the different response instruments such as the Red Cross and Red Crescent Societies. The Swedish Rescue Services Agency, together with a network of other Northern European Rescue Services in the International Humanitarian Partnership, is often called upon by UN agencies to give support in the form of logistics, telecommunications and other capacities, as well as to provide emergency training for UN agencies.¹⁸ Sida acknowledges that preparedness is generally and seriously under-funded, but nevertheless views the capacity building of Red Cross and Red Crescent Societies in disaster-prone countries as one of the best ways of providing support. It also notes that the real challenge is to accept disaster reduction as a development concern and to make risk assessment a normal and integral part of development planning. The Swedish Government has clearly stated that it expects disaster reduction to become part of Sida’s development programming, and that the development budget lines increasingly should carry the costs.

10. Conclusion

Sweden approaches the development of environmental security as an interconnection of human rights and democratic institutions. Its policies reflect a need for a comprehensive understanding of a situation prior to involvement to ensure effective implementation of

¹⁷ A recent Swedish Foreign Ministry report entitled “Global Development and Human Security: Towards a Policy Agenda”. Page 32.

¹⁸ Johan Schaar, Head, Division for Humanitarian Assistance and Conflict Management, Sida. “Greater Investment in, and response mobilization for preparedness activities”. Presentation at the World Conference on Disaster Reduction, 2005.

cooperative development and an avoidance of worsening the situation from insufficient risk assessment.

Sweden maintains direct control over its environmental security policies through non-participation in military alliances and careful risk assessment, giving it selective abilities in its environmental security endeavours. In this way, Sweden maintains its presence in the international community as well as its sovereignty over environmental security decisions.

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II-K. Profile of Switzerland

Version 1 – 14 June 2006

*Prepared by Johannah Bernstein
with the assistance of Laura Leland*



1. Switzerland's Approach to Environmental Security

While Switzerland does not have a formal environmental security policy per se, recent policy statements and important political speeches all point to increasing the roles that environmental degradation and resource scarcity play in conflict. For example, in a recent speech entitled "Swiss Foreign Politics and Challenges", Swiss National Councillor and President of the Security Policy Committee of the National Council, Dr. Barbara Haering acknowledges that:

*"All OSCE member states are facing the same shifting paradigms. Traditional military risks at our borders have almost disappeared since the fall of the wall in Berlin. However, new security risks arise. They are of trans-national character and at the same time they are cross cutting political issues. Ecological problems can develop into security risks. Failed states can be sources of migration causing problems of integration in countries of immigration."*¹

Dr. Haering adds that military discussions must now become "security discussions with comprehensive security approaches". This also means that armed forces become instruments of foreign policy, of international policies, and also instruments of a collective security concept.

The Swiss Government does recognise that the relationship between environment and security is multi-dimensional. Any attempt therefore to define the relationship in the coming years will have to take into account this complexity. In turn, the complex nature of the interactions between environment and security will necessarily call for a broadening of the conventional understanding of security.²

Despite differing views regarding the causal link between environmental degradation and conflict, Switzerland maintains that the focus should address both the direct and indirect environmental factors, which threaten to trigger collective and violent conflict, and which interact with other factors such as political, economic, social, and cultural considerations.

2. Switzerland's Environmental Security Priorities

Switzerland's priorities can be discerned in part, from the five policy objectives that are enshrined in its new Federal Constitution, which came into effect 1 January 2000. These include:

- 1> Alleviation of need and poverty in the world
- 2> Peaceful co-existence of nations
- 3> Respect for human rights and promotion of democracy
- 4> Preservation of natural resources
- 5> Safeguarding of the interests of Swiss economy abroad

¹ Haering, Barbara. "Swiss Foreign Politics and Challenges." 27 Jan 2006: Bern.

² Schmid, Urs. "What Should Governments Do Now". May 2004: The Hague Conference on Environment, Security and Sustainable Development.

http://www.envirosecurity.org/conference/presentations/ESSD_Session_9_Urs_Schmid.pdf

In addition, in its Foreign Policy Report of 2000, Switzerland highlights its most pressing environmental concerns as including: climate change, biological diversity and hazardous chemicals and their impact on human health, as well as the need for stronger international regimes to protect forests and water. The growing water crisis is a particularly serious concern for Switzerland because of the environmental and security implications of global water stress. Since one third of the world's population lives in countries with decreasing water sources, the conflict potential is growing exponentially. Switzerland is also increasing its focus on unsustainable resource use and the implications for global poverty. In light of the trans-boundary nature of environmental decline trends around the world, Switzerland recognizes the need for enhanced international cooperation.³

The global increase in civil wars has prompted Switzerland to promote a comprehensive approach to security and has also resulted in the increasing shift of focus towards the human security dimensions of conflict. Swiss priorities have shifted accordingly in light of this evolving environmental threat. In a recent speech entitled "Promoting Human Security through Swiss Foreign Policy", Ambassador Thomas Greminger, Head of Political Affairs Division of the Swiss Federal Department for Foreign Affairs outlined Switzerland's priorities in the implementation of a broader concept of human security. First, the prevention of uncontrolled proliferation and misuse of small arms is regarded as one of the main challenges to human security. Second, Switzerland pursues an active policy in promoting the ban on antipersonnel landmines at the multilateral level. It also finances mine action in a number of mine-affected countries. Third, promoting the implementation of human rights and international humanitarian law has been an important aspect of Swiss activities to foster human security. Fourth, Switzerland has developed an open policy with regard to engaging armed non-state groups in order to help end conflict and build peace. Fifth, as part of promoting human security worldwide, Switzerland, through its conflict transformation activities, works closely with civil society organisations and local and national governments.⁴

3. How Switzerland Mainstreams Environmental Factors into Foreign and Security Policy

It is important to highlight that the environment has been elevated on the political agenda of the Swiss Government with a special status in the new Swiss Constitution that was adopted in 1999. The Swiss Foreign Policy Report of 2000 notes that the mandate given to the Federal Government specifically regarding foreign relations includes environmental considerations, highlighting the need to "*contribute to alleviate need and poverty in the world, and to promote respect for human rights, democracy, the peaceful coexistence of nations, and the preservation of natural resources*". Moreover, the Swiss Department of Foreign Affairs also has identified the protection of the environment as a necessary precondition for global conflict prevention, stability, and security. And finally, the Swiss Foreign Policy Report of 2000 identifies protection of the environment among the five goals of Swiss foreign policy. The other four are: peaceful coexistence of nations; respect for human rights and democracy; protection of Swiss economic interests abroad; and relief of suffering and poverty around the world.⁵

Despite these efforts to advance environmental security concerns, senior officials

³ Swiss Foreign Policy Report 2000. Federal Council. 15 Nov 2000. Unofficial English Translation.

⁴ Greminger, Thomas. "Introduction to 27th Annual Colloquium on Human Rights Policy". 11-12 Oct 2004: Lausanne. Federal Department of Foreign Affairs. 14 Jun 2006. <<http://www.eda.admin.ch>>.

⁵ Swiss Foreign Policy Report 2000. Federal Council. 15 Nov 2000. Unofficial English Translation.

contend that it is indeed the concept of human security, rather than environmental security, which is recognised as the ethical precept guiding Swiss foreign policy in all relevant areas. As Ambassador Thomas Greminger has noted in the above mentioned speech entitled "Promoting Human Security through Swiss Foreign Policy", "*the concept of human security underpins Swiss foreign policy in its endeavours to promote human rights and humanitarian law, as well as to transform conflicts and build peace.*"⁶

4. How Switzerland Mainstreams Conflict Prevention and Livelihood Protection into Development Cooperation

International cooperation is one of Switzerland's foreign policy instruments. Indeed, the five goals of Swiss foreign policy also underlie Swiss development policy, which is elaborated further in two important policy documents, "Guiding Principles"⁷ and "Strategy 2010"⁸. These two documents call for Swiss development cooperation contributes to three goals: enabling all humans to live in peace, freedom, security, justice and well-being; ensuring that future generations have sufficient resources for their development; and demonstrating Switzerland's openness to the world, its generosity and its solidarity.

In order to achieve these three specific goals of development cooperation, the Swiss Foreign Policy Report 2000 has committed Swiss Development Cooperation to the following poverty eradication-related priorities: crisis prevention and conflict management; good governance; income promotion and employment; social justice; and natural resource protection.⁹

5. Switzerland and Environmental Cooperation

Switzerland supports environmental and other forms of cooperation through its involvement in a number of international organizations:

The Swiss Government has been actively involved in UNEP's Environmental Security Initiative and has contributed to the promotion of the peaceful resolution of environmental conflicts by facilitating meetings, drafting legal instruments, supporting access to media and enabling involvement of civil society.

With NATO and the Partnership for Peace (PfP), the Swiss are working to destroy and dispose of arms and ammunition leftover from previous conflicts. The Swiss are contributing financially to the civil conversion of a military site in Georgia, as well as to the destruction of mines in Serbia and Montenegro.

Switzerland has taken part in the PfP since 1996, whose aim is strengthen democracy, peace, and security in Europe and to jointly seek responses to common threats. Switzerland's participation in PfP is complemented by membership of the Euro-Atlantic Partnership Council (EAPC), which was established in 1997. The EAPC is the Partnership for Peace's forum for political consultation and sets the guidelines for practical cooperation within the PfP. Switzerland is working on several long-term cooperation projects within the Partnership especially supporting South Eastern

⁶ Greminger, Thomas. "Promoting Human Security through Swiss Foreign Policy". 27 Jan 2006: Bern.

⁷ "Guiding Principles". SDC. Jan 1999. SDC. 14 Jun 2006. <<http://www.deza.ch>>. Search: Publications; Keyword: Guiding Principles.

⁸ "Strategy 2010". SDC. Jun 2001. SDC. 14 Jun 2006. <<http://www.deza.ch>>. Search: Publications; Keyword: Strategy 2010.

⁹ Swiss Foreign Policy Report 2000. Federal Council. 15 Nov 2000. Unofficial English Translation.

European countries in upgrading their security systems. Switzerland has also become involved in cooperation projects in South Caucasus and Central Asia.¹⁰

The Swiss Government also supports the OSCE's increasing role in the promotion of environmental security. Through increasing dialogue and information exchanges, the Swiss Government's participation in the OSCE is aimed at helping to strengthen cooperation between states, fostering better cooperation with specialized agencies, conducting regular evaluations of environmental threat situations, identifying and monitoring environmental threats, providing support for the international legal instruments, and advancing environmental education.

In addition, Switzerland participates in the Human Security Network, which was created in May of 1998 by Canada and Norway as a campaign effort to outlaw landmines. The HSN is expanding its efforts and now is focusing on children in armed conflict, protection of human rights, human rights education, intervention in conflict situations, anti-personnel mines, AIDS/HIV, poverty, and human-centred development.¹¹

6. Switzerland and Environment and Security Risk and Needs Assessment and Management

The Comprehensive Risk Analysis Management Network (CRN) Initiative links the scientific expertise of the Swiss Centre for Security Studies (CSS) with national and international emergency preparedness and planning authorities. In Switzerland, the CRN team supports the ongoing process of risk identification and evaluation under the project "Risiko- und Verwundbarkeitsanalyse" (Schweiz). The CRN is run by the Centre for Security Studies at the Swiss Federal Institute of Technology (ETH Zurich).

On the international level, the CRN's goal is to provide and expand an international partner network to exchange knowledge on risks and risk analysis methodology, and to share and review national experiences. Under the CRN Initiative, an international workshop cycle on risks, vulnerabilities, Critical Infrastructure Protection (CIP), and emergency preparedness has been initiated.¹² The network currently consists of partners from four countries: Switzerland, Sweden, Norway, and Austria. A complementary service to the International Relations and Security Network (ISN), the CRN is run by the Centre for Security Studies (CSS) at the Swiss Federal Institute of Technology (ETH Zurich).

A number of important questions regarding threat assessment were addressed at the 1st Zurich Roundtable, which took place on 9 December 2005 at ETH Zurich. These questions address the broad parameters that must be increasingly addressed in improving risk assessment in the environmental security context. The questions that were raised at the Zurich Roundtable included the following:

- What are the characteristics of the so-called new risks?
- What risks will presumably gain more prominence in the future?
- What risks are particularly important for the national security environment?
- What are the driving factors changing the security / risk environment?
- Why is it crucial to identify risks at an early stage, and how can this be achieved?

¹⁰ "Regional Cooperation Projects". Partnership for Peace: Switzerland. 15 Nov 2005. Partnership for Peace: Switzerland. 14 Jun 2006.

<http://www.pfp.admin.ch/internet/partnership_for_peace/en/home/beitr/regionale.html>.

¹¹ Greminger, Thomas. "Promoting Human Security through Swiss Foreign Policy". 27 Jan 2006: Bern.

¹² "About CRN". CRN. 14 Jun 2006. <http://www.isn.ethz.ch/crn/about_crn/about_crn.cfm>.

7. Early Warning

The Swiss Agency for Development and Cooperation has been a leading partner in the development of FAST International, an independent early warning program covering 20 countries/regions in Africa, Europe and Asia. The objective of FAST International is the early recognition of impending or potential crisis situations in order to prevent violent conflict and to support decision-makers in identifying critical developments in a timely manner so that coherent political strategies can be formulated to either prevent or limit destructive effects of violent conflicts or identify windows of opportunity for peace building.¹³

FAST's method has been adopted for the creation of an Early Warning System for the Intergovernmental Authority on Development (IGAD). In the process of developing CEWARN - Conflict Early Warning and Response Mechanism - the basic principle of continuous collection of event data for the purpose of quantitative analysis was applied. CEWARN was the first early warning system of its kind in Africa.

8. Switzerland and Environmental Conflict Prevention and Resolution

The Swiss Centre for Peacebuilding (KOFF) was recently created by the Swiss Government and the Swiss Peace Foundation. Its primary objective is to support the constructive role of Switzerland in settling international conflicts, to assess how conflict prevention can be improved and to examine the institutional and policy changes that will be needed. The centre aims to promote synergies between the various actors involved in peace building. A number of activities are being planned. For example, the centre will provide a platform for the exchange of experiences and information and act as a facilitator with regard to the common resolution of problems by its partners in the area of peace building. It will link its partners to relevant international actors. It will also gather information and documentation related to peace building, hold events, and produce publications for specific target groups. And finally, it will offer its partners services such as conflict analysis and strategy advice for peace building interventions, and will collect information on lessons learned in civil peace building.¹⁴

9. Switzerland and Post Conflict Rehabilitation and Peace Building

Switzerland has focused its post-conflict rehabilitation efforts in supporting Russia in cleaning up contaminated military grounds in the former Soviet Union and in the elimination of landmines. Landmines are a huge threat to environmental and human security. For example, a field of landmines equates to a loss of fertile agriculture and access to water points, which mainly affects rural communities. This can lead to natural resource conflicts. The Geneva-based International Centre for Humanitarian De-mining (GICHD) is providing the UN with the necessary tools to continue their de-mining efforts.

There are still contaminated military grounds in the former Soviet Union, and Switzerland is stepping up its efforts to redress this environmental security threat. In accordance with the Chemical Weapons Committee's Agreement, Russia has been called upon to dispose 40,000 metric tons of highly toxic chemicals. However, Russia, and other countries dealing with these issues do not have the means to destroy all these weapons. Instead, they sit covert in a deteriorating state, which poses a major threat to the environment and the citizens. Switzerland is working with the PfP and the OSCE to assist these countries in taking the necessary steps.

¹³ "FAST International". 14 Jun 2006. <<http://www.swisspeace.org>>. Path: Programs, FAST.

¹⁴ "KOFF". 14 Jun 2006. <<http://www.swisspeace.org>>. Path: Programs, KOFF.

10. Natural Disaster and Conflict Mitigation and Adaptation

The Swiss Agency for Development and Cooperation provides assistance to developing countries confronting the consequences of recent natural disasters. After the tsunami in South Asia, Switzerland donated CHF 35 million for reconstruction between 2004 and 2007. Hurricane Stan occurred in April of 2005 in Central America and the Swiss contributed CHF 300,000 to the food security project of the World Food Programme and CHF 850,000 to emergency aid. After the Pakistan Earthquake in August of 2005, Switzerland donated CHF 11 million to emergency and survival assistance, given more than 300 tonnes of aid materials and sent 50 prefabricated buildings to set up schools and hospitals.¹⁵

11. Conclusion

The Swiss Government recognises that the relationship between the environment and security is multi-dimensional and complex. The Swiss Foreign Policy Report of 2000 highlights Switzerland's most pressing environmental concerns as including: climate change, biological diversity, and hazardous chemicals and their impact on human health, as well as the need for stronger international regimes to protect forests and water.

Switzerland has also broadened the definition of security to include the concept human security. This includes areas such as the prevention of uncontrolled proliferation and misuse of small arms, the banning of antipersonnel landmines, the promotion of human rights implementation and international humanitarian law, the establishment of an open policy with regard to engaging armed non-state groups in order to help end conflict and build peace, and the engagement of a number of countries in conflict-transformation activities.

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¹⁵ Swiss Agency For Development and Cooperation. 14 Jun 2006.
<<http://www.sdc.admin.ch/>>.

II-L. Profile of the United Kingdom¹

Version 1.1 – 25 August 2006

Prepared by Nasser Yassin²



1. The Environmental Security Agenda in the UK

The United Kingdom (UK) government has long held an interest in the relationship between environment and security. Although not shaped as a comprehensive environmental security policy, the attention given to this issue is clearly reflected in the policies and programmes of several UK government departments, as outlined in this chapter.

In a speech earlier this year, Gordon Brown, Britain's Chancellor of the Exchequer, outlined the direction of UK policy in the coming years. Reflecting the aims of the second Comprehensive Spending Review (CSR) that will guide government spending in the next decade, Brown put security at the heart of UK government policy making. In his words, the Government will ensure: 'first, a robust security response which protects both the safety and liberties of our citizens; second, a determination to tackle terrorism internationally and nationally; and third, to tackle not just terrorism but the roots of terrorism - the extremism which seeks to justify it and the grievances that fuel it, fund it and give it cause'³.

The objectives of the CSR, related to environment and security, include: 'an examination of the key long-term trends and challenges that will shape the next decade – including demographic and socio-economic change, globalisation, climate and environmental change, global insecurity and technological change – together with an assessment of how public services will need to respond'⁴.

The UK government priorities in the area of environmental security can be seen to sit in four interconnected sub-areas, as considered below:

- Global Security
- Energy Security and Climate Change
- Poverty Reduction
- Sustainable Development

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³ Speech by Gordon Brown, Chancellor of the Exchequer, at the Royal United Services Institute (RUSI), London – 13 Feb 2006

⁴ See CSR announcement – 19 July 2005 -

<http://www.hm-treasury.gov.uk/spending_review/spend_csr07/spend_csr07_index.cfm>

Global Security

Achieving global security is a priority for the UK government. In the wake of the 11 September 2001 attacks in New York and the 7 July 2005 bombings in London the security imperative has become increasingly central to UK government thinking. The perception of security is comprehensive and global. In the words of Chancellor Gordon Brown: 'We used to think national security was about Home Office policy, international security about defense policy and foreign affairs. Now we find that national and international action for security is inextricably linked and security issues dominate decisions in transport, energy, immigration and extend to social security and health, and of course in the Treasury so that coordinating the way we address international terrorism will be a central feature of the coming spending review'⁵.

The security imperative is also evident in the UK's foreign and international development policies and programmes. The Foreign and Commonwealth Office (FCO) takes forward the government's view of security at the foreign policy level. Among the international priorities which provide the framework for the FCO's work, four relate to security, namely:

- A world safer from global terrorism and weapons of mass destruction
- Protection of the UK from illegal immigration, drug trafficking and other international crimes
- Preventing and resolving conflict through a strong international system
- Building an effective and globally competitive European Union (EU) in a secure neighbourhood

In the same context, the Department for International Development (DFID) considers insecurity as both a cause and effect of poverty in developing countries. The UK government gives prominence to achieving stability in fragile and weak states as a means of achieving global security. To DFID, fragile states are states 'where the government cannot or will not deliver core functions to the majority of its people, including the poor'. DFID's definition also includes states that are failing to provide functions such as 'poverty reduction, territorial control, safety and security, capacity to manage public resources, delivery of basic services, and the ability to protect and support the ways in which the poorest people sustain themselves'⁶.

The Ministry of Defence (MoD) also recognises the links between security and environmental and social pressures, as set out in their Defence White Paper, *Delivering Security in a Changing World* (2003)⁷. The White Paper specifically refers both to the problem for stability of weak and failing states, characterised by political mismanagement, ethnic and religious tensions, or economic collapse, and to the links between environmental pressures, social tensions, increased competition for natural resources and conflict (within and between states). It recognises that the plundering of natural resources is a source of support for terrorist groups and criminal networks. Also it acknowledges that internal conflict, poverty, human rights abuse and famine can all create the conditions for mass population movements, adding to pressures on neighbouring countries or emerging as a surge in migration to Europe.

⁵ Speech by Gordon Brown Chancellor of the Exchequer, at the Royal United Services Institute (RUSI), London – 13 Feb 2006

⁶ See DFID (2005) 'Why we need to work more effectively in fragile states', DFID: London

⁷ <<http://defenceintranet.diiweb.r.mil.uk/NR/rdonlyres/445DAE31-8D1D-4AE6-8041-AE1D8212C82C/0/whitepaper2003.pdf>>

Energy Security and Climate Change

Addressing issues of energy security and tackling climate change have always been at the forefront of UK government policy making. Within the current decade it is likely that the UK will become a net importer of oil and gas and, as with many other developed countries, a decline in the energy supply to the UK would be felt almost immediately.

In 2003 the UK government set out its policy on sustainable energy in its Energy White Paper which established four goals for UK policy: reduction of carbon emissions; energy security; competitive markets; reduction of fuel poverty. The government's strategy was thus groundbreaking in respect of energy policy in that it addressed the dual challenge of tackling climate change and delivering secure and affordable energy supplies. Of particular note is the UK's commitment to engage in increased cooperation with countries exporting oil and gas to ensure that supplies to international energy markets are both reliable and affordable. The UK also works with countries that import oil and gas to ensure that they manage demand by increasing energy efficiency to the maximum extent possible. The government is now undertaking an Energy Review which will also address how it can meet climate change and energy security objectives.

As said above, the UK government links energy security to addressing the effects of climate change. Prime Minister Tony Blair has articulated his government's views on climate change on a number of occasions. In his Foreword in the UK's Sustainable Development Strategy (2005), *Securing the Future*, Mr Blair recognised that 'climate change represents a potentially catastrophic threat'⁸. The UK government acknowledges that climate change is a serious threat to both the environment and the global economy. A serious disruption could rapidly have serious effects on the economy, public services and security in the country. At the UK Energy Strategy Launch in October 2004, Foreign Secretary Jack Straw acknowledged that 'maintaining Britain's access to secure and affordable energy supplies, while mitigating the effects of climate change is a dual energy challenge.' In this context, the FCO works closely with the Department of Trade and Industry (DTI), Her Majesty's Treasury (HMT) and other government departments 'to monitor energy market developments and maintain a detailed understanding of the dynamics of producer-consumer relations, in order to inform the necessary policy responses to cope with significant changes in energy supply'⁹.

The UK is a strong and influential player in taking forward the climate change agenda - highlighting the important links between energy supply, environmental change and security and encouraging international action on this issue. The UK's G8 Presidency in 2005 was instrumental - producing a political statement on the importance of climate change and a landmark agreement among G8 leaders on the role of human activity; generating a package of actions to reduce emissions; and securing agreement to a continuing Dialogue on Climate Change, Clean Energy and Sustainable Development between the 20 countries with the greatest future energy needs.

The Dialogue aims to complement the UNFCCC process by providing an informal space for discussion for developed and developing countries to address interlinked challenges such as climate change, low-carbon development, and security of energy supply. The first annual Ministerial meeting of the Dialogue took place in November 2005. The UK is working closely with the Mexican government on arrangements for the second Ministerial meeting, due to be held in Mexico in October 2006, including on the development and transfer of technology, market mechanisms/economics, and adaptation.

⁸ UK Government (2005) 'Securing the Future: UK Government Sustainable Development Strategy', London. See <<http://www.sustainable-development.gov.uk/publications/uk-strategy/index.htm>>

⁹ See FCO priorities on Energy Security and Climate Change: Security of Energy Supply. <www.fco.gov.uk/servlet>

The UK government is also actively trying to understand the consequences of climate change at national and global levels. It recently commissioned a review of the economics of climate change, headed by Nick Stern. The Stern Review asserts that 'greenhouse gases have broadly the same impact on the climate wherever in the world they are emitted. And in terms of its consequences, no region will be left untouched. But impacts will be unevenly felt throughout the world. Some of the most severe impacts will be felt in the poorest countries that are least able to adapt to the changes'.¹⁰ Stern is due to present his report to the UK government in October 2006.

Poverty Reduction

Eliminating world poverty has been at the core of DFID's work since 1997 and is the main theme of its three international development White Papers (1997, 2000 and 2006). DFID has put the Millennium Development Goals (MDGs) and associated targets at the centre of its objective of eliminating world poverty.

DFID identifies three environmental security themes that affect the livelihoods of the poor and hamper poverty reduction efforts:

- Climate change and the depletion of natural resources
- Lack of good governance and corruption
- Insecurity and lack of state authority

In the latest White Paper for International Development, published on 13 July 2006 and entitled 'Eliminating World Poverty: Making Governance work for the Poor', DFID clearly links the effects of climate change on the livelihoods of the poor. The White Paper contends that people in many poor countries depend on natural resources and are highly affected by the consequences of climate change and depletion of natural resources. For example in sub-Saharan Africa, 'declining rainfall and higher temperatures will significantly shorten the growing season in many countries, resulting in lower crop yields and less pasture for livestock'¹¹.

Recognising the importance of effective states in poverty reduction, the WP makes clear that DFID will put governance at the heart of its work - done, in part, through the introduction of a new 'quality of governance' framework that will assess states' capability, accountability and responsiveness. The framework will also incorporate analysis of conflict and insecurity, to ensure that this is embedded in aid programmes. Acknowledging the specific links between natural resource management and conflict, the UK also commits to press the international community to tackle the trade in conflict resources; promote international standards on the management of natural resource revenues in countries affected by or at risk of conflict; help set up an international expert panel in the UN to monitor the links between natural resources and conflict; and support improvements in the monitoring of UN sanctions. A new Governance and Transparency Fund will also support civil society, communities, a free media, parliamentarians and trade unions to increase the demand for better governance. The Paper's makes clear that although the UK will not tolerate abuse of aid funds it also commits to working with developing country governments to help them tackle corruption and outlines an ambitious agenda to tackle the international dimensions of bad governance in developing countries. The latter includes setting up a new anti-corruption unit, announced by the Prime Minister on 22 June, pushing for more robust implementation of EITI within the oil, gas and mining sector, and applying EITI principles in other sectors.¹²

¹⁰ See <www.sternreview.org.uk>

¹¹ See DFID (2006) 'White Paper on International Development :Eliminating World Poverty: Making Governance work for the Poor', London – <www.dfid.gov.uk>

¹² Ibid.

Insecurity, and lack of state authority, is also intrinsically linked to poverty; as Hilary Benn has noted: 'the truth is, development without security is not possible; security without development is only temporary'. DFID argues that 'insecurity, lawlessness, crime and violent conflict are among the biggest obstacles to achievement of the Millennium Development Goals' and that 'poverty, underdevelopment and fragile states create fertile conditions for conflict and the emergence of new security threats, including international crime and terrorism'¹³.

Sustainable Development

The UK Sustainable Development Strategy (SDS) '*Securing the Future*' (2005) sets out the UK Government's approach to achieving sustainable development commitments nationally and internationally¹⁴. The international dimension of the SDS was reflected in the SDS's of both DFID and FCO, as well as in the EU Sustainable Development Strategy.

The FCO sees sustainable development as a means of achieving global security. Jack Straw stressed, during the launch of the first FCO SDS in April 2005, that 'sustainable development is crucial to world peace and stability. Threats to our security - such as conflict, terrorism and international crime - can thrive where there is poverty and mismanagement of natural resources. We cannot resolve conflicts unless these underlying issues are dealt with'.¹⁵ The FCO also identified sustainable development as one of the thematic priorities of its Global Opportunities Fund (GOF).¹⁶ The aim of the GOF sustainable development programme is to 'support UK sustainable development priorities, through targeted support for good governance, respect for human rights and democratic principles, and sound management of the environment.' FCO has allocated £5 million to the sustainable development programme for the financial year 2005/2006. This same amount is base-lined for 2006/07 and 2007/08.

Similarly, DFID considers sustainable development as a central element in poverty reduction, as their Environment Policy Paper (2006) makes clear. The stated focus 'is on how the environment contributes to poverty reduction and sustainable development in developing countries as measured by progress towards the Millennium Development Goals'.¹⁷

2. The UK Government: International Engagement and Environment and Security

Since Labour came to power in 1997 the UK government has strengthened its international engagement and enhanced the UK's role as an active player in international affairs. Diplomacy in the post-cold war era has shifted towards maintaining global security, conflict prevention and post-conflict rehabilitation. As Prime Minister Tony Blair said in his famous speech to the Chicago Economics Club in 1999, at a time when the UK and its allies were launching the Kosovo Campaign: 'we are all internationalists now'. Blair continued to reflect the UK's pro-active internationalist position in the post-cold war era by stating: 'we cannot turn our back on conflicts and the violation of human rights in other countries if we want still to be secure'¹⁸.

¹³ See DFID (2005) *Fighting poverty to build a safer world: A strategy for security and development*, DFID: London

¹⁴ See <<http://www.sustainable-development.gov.uk/>>

¹⁵ See speech by Jack Straw, Foreign Secretary, at Chatham House, London, 14 March 2005

¹⁶ See <www.fco.gov.uk/gof>

¹⁷ DFID (2006) 'DFID's approach to the Environment', DFID, London: available at <www.dfid.gov.uk>

¹⁸ See: Prime Minister's speech: Doctrine of the International community at the Economic Club, Chicago. 24 April 1999

The UK's active international engagement was also extended to international development with the creation, in 1997, of Department for International Development (DFID) as an independent department (ministry) with a cabinet-level Secretary of State. In 2004-05, DFID's budget reached £3.8 billion and is expected to increase to more than £5.3 billion by 2007-08, with an average annual increase of 9.2%¹⁹. Although the UK is currently the fifth largest donor in the world - after the United States, Japan, Germany and France - its overseas development assistance (ODA) was 0.34% of GNI in 2005, almost half of the 0.7% target set by the United Nations. In 2007-08 UK ODA will rise to 0.47%, representing an increase in real terms of 140% since 1997. The UK has committed to achieve the 0.7% target by 2013²⁰.

The recently published White Paper on International Development (2006) restates the UK's commitment on 'responsibility to protect' and commits to increased investment in safety, security and access to justice; and commits to strengthen the international architecture for conflict prevention and recovery; especially through better peacekeeping and the UN Peace-building Commission²¹.

UK's government engagement in achieving global security was stepped up in the wake of September 11. The UK became the closest ally to the US in its 'war on terrorism', participating actively - in military operations, diplomacy as well as with aid - in Afghanistan and Iraq. It is estimated that the UK government spent more than £4 billion on activities in Afghanistan and Iraq between 2001/2 and 2004/05²².

3. Links between the Environment and Foreign, Security and Development Cooperation Policies and Programmes

3.1 Mainstreaming Environmental Factors in Foreign and Security Policy: FCO Sustainable Development Strategy

The FCO's Sustainable Development Strategy sets out how the department will help deliver the UK's international priorities on sustainable development. To take forward this work, the Climate Change and Energy Group, one of six thematic groups, was established to promote FCO priorities. The energy security and climate change priorities of this Group's work are closely linked to other foreign policy priorities, the UK Economic Prosperity Strategy, and the UK's International Security Strategy²³.

Several of the UK's strategic priorities (SPs) specifically address the link between environment and security (see Box 1). For example, SP1 calls for a 'world safe from global terrorism and weapons of mass destruction'. In supporting documents the FCO asserts that 'poverty, social injustice and environmental degradation can contribute to conditions in which terrorism may take root'²⁴.

¹⁹ see HM Treasury on international development - <http://www.hm-treasury.gov.uk/documents/international_issues/international_development/development_aid_budget.cfm>

²⁰ Ibid

²¹ See DFID (2006) 'White Paper on International Development :Eliminating World Poverty: Making Governance work for the Poor', London - <www.dfid.gov.uk>

²² See Woods, Ngairé (2005) The shifting policies of foreign aid *International Affairs* 81:2 pp. 393-409

²³ See FCO Priorities on Energy Security and Climate Change. <www.fco.gov.uk/servlet>

²⁴ See FCO Strategic Priorities: <www.fco.gov.uk>

Box1: The 2006 White Paper 'Active Diplomacy for a Changing World: the UK international priorities' identifies nine priorities for the UK foreign policy:

- Making the world safer from global **terrorism** and weapons of mass destruction
- Reducing the harm to the UK from international crime, including **drug trafficking**, people smuggling and money laundering
- Preventing and resolving **conflict** through a strong international system
- Building an effective and globally competitive **EU** in a secure neighbourhood
- Supporting the UK economy and business through an open and expanding **global economy, science and innovation** and secure **energy** supplies
- Promoting **sustainable development** and poverty reduction underpinned by **human rights**, democracy, good governance and protection of the environment
- Managing migration and combating illegal immigration
- Delivering high-quality support for British nationals abroad, in normal times and in crises
- Ensuring the security and good governance of the **UK's Overseas Territories**

3.2 Integrating Conflict Prevention and Livelihood Protection into Development Cooperation

In a recent report exploring the links between security and development, DFID articulates its role and strategy to promote the security of the poor locally, nationally and internationally. The strategy aims to 'support partner countries in preventing and managing conflict, to improve governance and the rule of law, and to reduce inequality and exclusion'. Although the report describes how DFID is also contributing to post-conflict peace building, and how it is strengthening its work in fragile states, it acknowledges the deficiencies in this area, stating that 'reducing conflict and promoting poor people's security is not yet a regular feature of our programmes or partnerships'²⁵.

DFID also works to integrate environmental security into development policy. In 2002, DFID published a report in collaboration with the European Commission, the World Bank and the UN Development Programme (UNDP) entitled, 'Linking Poverty Reduction and Environmental Management: Policy Challenges and Opportunities'. Prepared as a contribution to the 2002 World Summit for Sustainable Development (WSSD) the report highlights the linkages between poverty reduction, environmental management and sustained economic growth. Of particular relevance is the second of the four priority areas that DFID and other partners identified for policy change. Priority 2 asserts the importance of 'enhancing the assets of the poor to expand sustainable livelihood opportunities and to reduce the poor's vulnerability to environmental hazards and natural resource-related conflict'. Several important lessons, and suggested policy interventions, were highlighted to address the specific vulnerability of the poor to environmental hazards and resource related conflict. These included²⁶:

²⁵ See: <<http://www.dfid.gov.uk/pubs/files/securityforall.pdf>>

²⁶ DFID et al (2002) ' *Linking Poverty Reduction and Environmental Management: Policy Challenges and Opportunities*'. Prepared for the World Summit for Sustainable Development, DFID, London

- Efforts to improve environmental management in ways to contribute to sustainable growth and poverty reduction must reflect the priorities of the poor.
- Environmental management cannot be treated separately from other development concerns. Rather it must be integrated into poverty reduction and sustainable development efforts.
- Environmentally-related conflict should be reduced by improving conflict resolution mechanisms in the management of natural resources and by addressing the underlying political and economic issues that affect resource access and use, including the role of corruption.
- Poverty-environment reporting should be improved by strengthening the capacity of governments and civil society to monitor environmental change and how it affects the poor, and by integrating poverty-environment indicators into national poverty monitoring systems, and by building capacity to apply monitoring and assessment results to poverty-environment development.
- Environmental vulnerability of the poor should be reduced by strengthening participatory disaster preparedness, and risk reduction and mitigation capacity, especially by supporting the formal and informal coping strategies of vulnerable groups and by expanding access to insurance and other risk management mechanisms.

Integrating climate change vulnerability into development policy

DFID is also working to integrate climate change vulnerability and risk management into development policies, recognising that inadequate energy supplies and climate change impacts can constrain economic growth and development. A key challenge that has been embraced by DFID is to improve developing countries' access to affordable and efficient clean energy technologies, and to ensure that future international policies on climate change properly consider the interests of developing countries²⁷. DFID also recognises that climate change increases the frequency and strength of climate-related disasters. Through the effective incorporation of disaster risk reduction approaches into policy and planning, DFID is contributing to international efforts to help developing countries adapt to climate change impacts.

Africa

Africa is a focus of UK development cooperation. In 2004 Prime Minister Tony Blair launched the Commission for Africa, a 17-member body of key government and non-government individuals, including nine from Africa, to consider ways to expedite the development of the continent. As described by the Prime Minister: 'The Commission for Africa was created in order to contribute to African, G8 and other international efforts towards helping Africa achieve a major acceleration of development'²⁸. During the 2005 UK Presidency of the G8, development cooperation with Africa was accorded high priority²⁹. In 2004/05 UK bilateral aid to Africa was £1271 million - 45% of the UK bilateral aid total of £2800 million³⁰.

²⁷ FCO (2006). 'UK International Priorities: The FCO Sustainable Development Strategy'. FCO, London (Page 7)

²⁸ <http://www.commissionforafrica.org/english/about/pressroom/speeches/24-05-04_fm_speech_tony_blair_message.pdf>

²⁹ See DFID (2006) 'UK's contribution for the Implementation of the Commission for Africa recommendations and G8 Gleneagles' commitments on poverty', London <<http://www.dfid.gov.uk/pubs/files/cfa-g8-gleneaglesreport%20.pdf>>

³⁰ DFID (2005) 'Statistics on International Development 2005', available on: <<http://www.dfid.gov.uk>>

Although not unique to the continent, the links between environment and security - and specifically natural resources and conflict - are of particular importance in the African context. The Commission for Africa Report (2005) stressed the importance of addressing the issue of 'conflict resources' for stability in Africa. The report asserted that 'money is raised not through selling the actual resources, but by using anticipated revenues to access loans or other forms of finance. Where the extraction and selling of natural resources form an important part of the war economy, wars tend to last longer and are more difficult to resolve – as has been the case in, for example, Angola, Liberia, Sierra Leone, Somalia, and the DRC'³¹. In 2005, the UK-chaired G8 Summit pledged to take effective action in the UN and in other fora to 'combat the role played by 'conflict resources' such as oil, diamonds and timber, and other scarce natural resources, in starting and fuelling conflicts'³².

3.3 UK Actions to Improve Environmental and Natural Resource Management

The UK government takes part in, and has launched, several initiatives, to improve the management of natural resources, enhance cooperation and promote transparency and accountability in the use of natural resource revenues.

Extractive Industries Transparency Initiative (EITI)

The EITI was launched by Prime Minister Tony Blair at WSSD in Johannesburg, in September 2002. The initiative aims to support governance programmes in resource-rich countries through the full publication and verification of company payments and government revenues from oil, gas and mining. The idea is that when governance is good, resources can generate large revenues to foster economic growth and reduce poverty. However when governance is weak, abundant natural resource may instead cause poverty, corruption, and conflict – the so called 'resource curse'. The EITI aims to defeat this 'curse' by improving transparency and accountability. Twenty countries have committed to EITI principles and criteria since signing the Statement of Principles and Agreed Actions in London in 2003. Some countries are only now beginning to launch the process, while others have published revenue and payments data'³³.

Illegal logging

Illegal logging is another area given priority by the UK government. In January 2006 DFID and Defra announced that the UK government would allocate £24 million over the next five years to help tackle the problem of illegal logging. This contribution, according to International Development Minister Gareth Thomas, will 'take forward measures that will support better governance and law enforcement and influence demand for legally sourced products in countries such as Cameroon, Gabon, Ghana and Indonesia'.

The UK's involvement in tackling illegal logging complements the Forest Law Enforcement, Governance and Trade (FLEGT) regulation adopted by the EU in December 2005, and comes as part of the UK's broader commitments made at the G8 Environment Ministers' meeting in March 2005.

³¹ See DFID (2006) 'UK's contribution for the Implementation of the Commission for Africa recommendations and G8 Gleneagles' commitments on poverty', <<<http://www.dfid.gov.uk/pubs/files/cfa-g8-gleneaglesreport%20.pdf>>

³² See G8 2005 Summit declaration on Africa – Include source

³³ See also <<http://www.eitransparency.org/index.htm>>

Water Resources: the Nile Basin

The UK government supports the Nile Basin Initiative (NBI): an initiative launched by the Council of Ministers of Water Affairs of the Nile Basin States in 1999 to improve dialogue among the countries that share the resources of the Nile River (Burundi, Democratic Republic of Congo, Egypt, Eritrea, Ethiopia, Kenya, Rwanda, Sudan, Tanzania and Uganda) and in so doing offers a forum for cooperative development of the Nile's water resources. DFID is currently supporting two shared vision projects and the establishment of the Eastern Nile Technical Regional Office (ENTRO) in Addis Ababa to help ensure that the NBI achieves its stated objective of helping to reduce poverty in Nile Basin countries³⁴.

Good Governance in the Energy Sector

The FCO is also working with emerging energy producing countries, such as Angola and Kazakhstan, to contribute to good governance in the energy sector, which in turn contributes to global energy security.

Kimberley Process (KP)

The UK participates in the Kimberley Process, a voluntary international agreement that regulates the trade in rough diamonds. Since January 2003, participants within the KP (45 governments, with the EU as one member and all the major producing and importing countries) have operated a certification scheme to control the export and importation of rough diamonds. Under the scheme, only rough diamonds which are accompanied by a government issued certificate stating the diamonds have not been sold to fund armed conflict can be imported and exported. Trade between participants and non-participants is not allowed.

3.4 Environmental Change: Monitoring, Mapping and Early Warning Systems

Global Monitoring for Environment and Security (GMES)

The Global Monitoring for Environment and Security (GMES) initiative of the European Commission and the European Space Agency (ESA) aims to deliver an integrated system of information and services to underpin the development and implementation of environment and civil security policy in Europe³⁵. GMES has the potential to improve the monitoring, mapping and early warning of environment change from a global to a local scale.

Defra is the UK Government policy lead on GMES and is working closely with a range of stakeholders, including Government departments, research councils, agencies, academia and industry in order to develop coherent UK policy. As part of this work, Defra chairs a Whitehall group on GMES with representation from a number of departments including MoD, DFID, DTI, Cabinet Office, Home Office, Department for Transport (DfT) and the Office of the Deputy Prime Minister (ODPM), recognising the cross-cutting nature of the initiative. Defra is a partner in the British National Space Centre (BNSC), which provides the UK interface with the ESA.

Natural Hazard Working Group

Following the tragic Asian tsunami on 26 December 2004, Prime Minister Tony Blair asked the Government's Chief Scientific Adviser, Sir David King, to convene a group of experts to advise him on the mechanisms that could and should be established for the

³⁴ See <<http://www.nilebasin.org/index.htm>>

³⁵ See <<http://www.gmes.info/index.php?id=home>>

detection and early warning of global physical natural hazards. The Natural Hazard Working Group (NHWG) was established as an ad-hoc advisory group and produced a report in June 2005. The NHWG report endorsed the views of the Kobe World Conference on Disaster Reduction (January 2005) 'that there is a clear need for a sustainable and effective global multi-hazard early warning system building on existing capabilities and frameworks'. One key recommendation by NHWG was to establish 'an International Science Panel for Natural Hazard Assessment, although details of this are still under discussion. The Panel would enable the scientific community to advise decision-takers authoritatively on potential natural hazards likely to have high global or regional impact. It would facilitate individual scientists and research groups in pooling their knowledge and challenging each other; it would address gaps in knowledge and advice on potential future threats. It would also address how science and technology can be used to mitigate threats and reduce vulnerability'³⁶.

3.5 Environment and Security Risk and Needs Assessment and Management

There is growing interest among UK policy-makers in tackling the problem of fragile and unstable countries. DFID is introducing political analysis to its work, using an approach known as 'Drivers of Change' to understand what is likely to bring about positive change in countries and how to encourage powerful groups to take account of poor people's needs. DFID has so far carried out 'Drivers of Change' studies in 15 countries³⁷.

The importance of tackling the issue of failed states prompted Prime Minister Tony Blair to ask his Strategy Unit to lead a cross-departmental team to analyse the challenges raised by fragile and unstable countries and recommend improvements to the UK's strategic response. The team produced a report entitled '*Investing in Prevention - An International Strategy to Manage Risks of Instability and Improve Crisis Response*' (2005) outlining the causes of instability and recommending a holistic view when addressing insecurity and conflict and the interconnects between national and global security. The report argued that 'increased conflict and state failure will impact on the UK directly, by hampering efforts to tackle terrorism and organised crime, locking countries into poverty, stimulating refugee flows and undermining the UK's energy security. The risk of instability in many countries is likely to increase over the coming decades, not least as HIV/AIDS and climate change impact already unstable countries'³⁸.

The report proposes four priority areas for action:

- Prevention must focus on real investment to build vulnerable countries' capacity to peacefully manage conflict, with a particular focus on countries dependent on oil and other natural resources.
- Stronger regional organisations and relationships are needed to support governments committed to stability, and effective sanctions to tackle destabilising behaviour such as the looting of state assets.
- All countries must take greater responsibility for helping tackle global causes of instability such as poverty, HIV/AIDS, climate change, financial crises, organised crime and competition for oil.
- Finally, an effective response to crises must be maintained for when prevention fails, with adequate numbers of well-trained and deployable peace support personnel and better systems to cut off funding to conflict protagonists.

³⁶ See <http://www.ost.gov.uk/policy/bodies/nhwg/docs/final_report.pdf>

³⁷ See <<http://www.dfid.gov.uk/pubs/files/securityforall.pdf>>

³⁸ See <http://www.strategy.gov.uk/downloads/work_areas/countries_at_risk/report/pdf/Investing.pdf>

3.6 Inclusion of Environment and Sustainable Development Issues in Conflict Prevention and Resolution

The UK government maintains that working collaboratively, from policy formulation to programme delivery, has resulted in a more strategic and cost-effective approach to conflict reduction³⁹. The government also highlights the importance of sustainable development in conflict prevention and peacekeeping.- recognising that environmental scarcity, mismanagement and unequal distribution of natural resources, combined with undemocratic forms of governance, can exacerbate instability and lead to armed conflict⁴⁰.

The UK's Conflict Prevention Pools

In 2001, following a series of cross-cutting reviews to improve the UK government's approach and effectiveness of conflict prevention activity across government departments, two Conflict Prevention Pools were created (the Africa Pool and the Global Pool). These brought together the knowledge, skills and resources of the FCO, the Ministry of Defence (MoD) and DFID. Activities undertaken under the Pools seek to harness the expertise available across a wide range of sectors, including development, security reform, public administration, good policing and justice reform. The Pools have helped the partner departments to work more closely together and have increased the impact of their work; combining the security and development aspects of conflict prevention, which must be included in conflict prevention strategies if they are to lead to lasting peace and stability⁴¹.

In Yemen, the Global Pool is running an 18 month-long project to enhance the capacity of tribal leaders to resolve disputes related to environmental deprivation. The project involves training and mobilising tribal representatives, local elected officials, non-government and community-based organisation officials to engage in collaborative work on water issues. The project will produce a best practice manual for tribal conflict resolution and a conference will be held to highlight water-related tribal conflict resolution.

In Ghana, the Africa Conflict Prevention Pool (ACPP) is supporting a project on conflict timber. Run by a local NGO, this project aims to manage conflict by developing innovative conflict management models. It will also help build the capacity of local agents in forest conflict zones to facilitate conflict management. In Nigeria the ACPP is supporting conflict resolution work in the Niger Delta.

3.7 Inclusion of Environment and Sustainable Development Factors in Post-conflict Reconstruction, Cooperation and Peace-building

Both DFID and FCO take forward the UK's post-conflict reconstruction programmes and projects. FCO acknowledges the link between sustainable development and post-conflict reconstruction. Under Strategic Priority 3 (see Diagram 1), the FCO asserts that in post-conflict situations, failure to tackle sustainable development issues related to resource management and governance, as part of the reconstruction process, can contribute to countries falling back into conflict⁴².

DFID is the main UK Government aid provider for post-conflict and reconstruction programmes. DFID gives priority to countries emerging from conflict (See Box 2). Two

³⁹ FCO (2006) 'UK International Priorities: The FCO Sustainable Development Strategy', page 39.

⁴⁰ FCO (2006) 'UK International Priorities: The FCO Sustainable Development Strategy', page 7

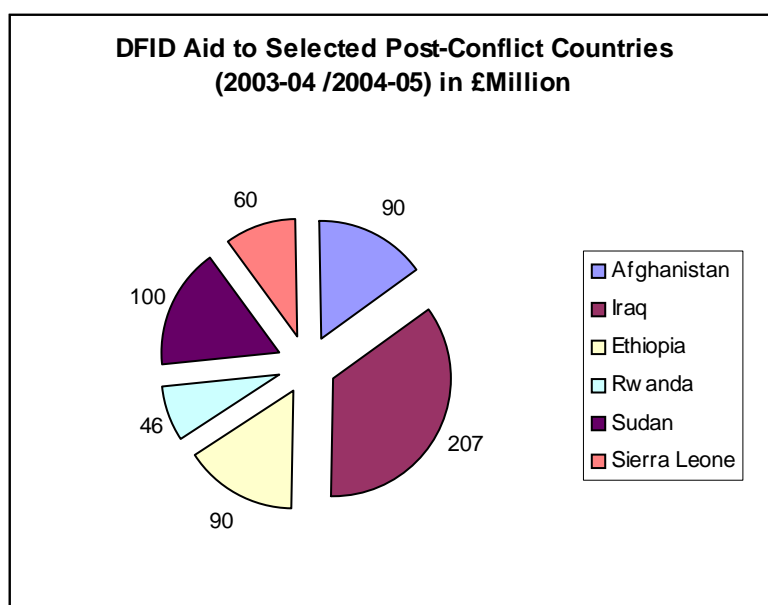
⁴¹ DFID, FCO, Ministry of Defence. 'The Global Conflict Prevention Pool: A Joint UK Government Approach to Reducing Conflict'. Undated.

⁴² FCO (2006). 'UK International Priorities: The FCO Sustainable Development Strategy', page 7

countries (Afghanistan and Iraq) currently top the list of bilateral aid recipients from DFID. DFID has increased its spending in Afghanistan from £35 million in 2002/3 to £72 million in 2003/04 and is expected to spend £90 million in 2005/06. DFID spent £207 million in Iraq in 2003/04 and has committed over £417 million for humanitarian and reconstruction assistance since the conflict in 2003.

The Post Conflict Reconstruction Unit (PCRU) was established in September 2004 as a joint DFID-FCO-MoD initiative. PCRU 's role is to provide the UK government and its partners with integrated assessment and planning, and operational expertise, to deliver better and more effective stabilisation programmes. Its work in Afghanistan focuses on supporting the integration and coordination of UK government policy and operations. PCRU facilitated the development of a Joint UK plan for the Helmand province: a major challenge is tackling the opium trade and the insecurity which it brings.

In 2004/5 DFID contributed around £700,000 to the United Nations Environment Programme's (UNEP) post conflict environmental assessment work in Iraq. Part of this contribution has been directed towards the training of Iraqi scientists to acquire laboratory skills in testing soil, air and water samples for pollution and toxic chemicals⁴³.



Source: DFID website

3.8 Natural disaster mitigation and adaptation

DFID currently provides over £7 million a year to multilateral and bilateral disaster risk reduction (DRR) schemes, including the International Federation of the Red Cross/Red Crescent, the UN and the World Bank. In addition, DRR work is sometimes incorporated into DFID country offices' development programmes, although often not systematically and without a specific budget line allocated for DRR. DFID is currently designing training courses to deliver to its disaster-prone country offices in order to inform staff of how DRR can be more effectively programmed and implemented.

DFID is now committed to spending up to 10% of its funding in response to each natural disaster to prepare for and mitigate the impact of future natural disasters, where this can be done effectively. This will only apply to responses above £500,000⁴⁴. The 10%

⁴³ Toepfer, Klaus. 'UK's New Plans for Sustainable Development'. Speech delivered in April 2004. See: www.unep.org/documents.multilingual.

⁴⁴ See <<http://www.parliament.uk/documents/upload/postpn239.pdf>>

commitment has already been implemented in the case of the Tsunami (£7.5m) and the Pakistan earthquake (£5.8m).

DFID is also working on reforming the UN humanitarian and disaster response system. In the context of the White Paper 2006 consultation, Hilary Benn delivered a speech to the UN on 23 January 2006 in which he proposed six reforms to the international humanitarian system⁴⁵:

- the need for more, and more flexible, funding to be available right from the moment crisis strikes;
- secondly, ensuring that we have better and stronger Humanitarian Coordinators, with the power and funds to act;
- thirdly, greater clarity about who does what in a crisis - including dealing with Internally Displaced People;
- fourthly, the development of benchmarks to measure how we perform;
- fifthly, doing something about the unequal allocation of resources between crises; and finally
- greater investment in reducing the risk of future disasters.

4. The Way Forward

Though different themes related to environmental security have been addressed, the UK government has not yet developed a comprehensive environmental security policy. Strategies such as mainstreaming security and development or initiatives to work with fragile states still require further mainstreaming and harmonisation across government departments. Similarly the increased interest in climate change and threats to energy security at the global level require setting some order at home especially in regard to setting UK targets for carbon emissions.

It is worth mentioning that the increasing threat to security at home and abroad could jeopardise the environmental and human dimensions of security. It is also possible that the security agenda, with its military and intelligence dimensions, will continue to override the environmental agenda. The risk is that the current complexities in world affairs could move UK policy in the direction of more security and less environment and development. This is clearly reflected in the amount of money spent on the Iraq and Afghanistan wars compared to rehabilitation and reconstruction in these two countries. It is estimated that the UK government spent more than £4 billion on Afghanistan and Iraq activities between 2001/2 and 2004/05. In Iraq for example, figures of the Ministry of Defence budget for the armed forces show that £1.31 billion were spent on the costs of military operations in 2003/04 compared to £207 million spent by DFID on humanitarian and reconstruction activities in the same year⁴⁶.

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⁴⁵ See SoS Hilary Benn's speech to the UN, New York 23 January 2006.

<<http://www.dfid.gov.uk/news/files/Speeches/wp2006-speeches/humanitarian230106.asp>>

⁴⁶ See Woods, Ngaire (2005) The shifting policies of foreign aid *International Affairs* 81:2 pp. 393-409 See also UK Ministry of Defence:

<<http://www.mod.uk/DefenceInternet/FactSheets/OperationsInIraqKeyFactsFigures.htm>>

II-M. Profile of the United States¹

Version 1 – 30 March 2006

Prepared by *Rita Taureck*² and
*Geoffrey D. Dabelko*³



1. How does the United States define Environmental Security?

The U.S. government does not currently utilize in prominent policy, strategy, or office the explicit term environmental security or offer a formal definition. U.S. government definitions of environmental security have varied over time and by agency or department. The U.S. government has used the term sparingly, with some notable exceptions, even during the Clinton administrations when the terminology was in greater favor. However the U.S. government has numerous programs, policies, strategies, and organizations that fall within the rubric of environmental security as an umbrella term more widely used in other governmental, intergovernmental, or non-governmental forums. In some cases, the environmental security activities are continuations of activities started under prior administrations but downgraded, renamed, or reframed under the current administration. Other efforts at lower levels of government (such as military officer training at military universities or long-range) have continued to the present.

Environmental security has been defined implicitly and explicitly by different government entities, they have focused on:

- Ensuring the health and safety of ecosystems
- Greening the impact of security institutions
- Repositioning statist security assumptions to privilege human well-being as well as state well-being
- Monitoring, preventing, and/or countering environmental contributions to conflict and instability, typically in the developing world
- Utilizing collaborative environmental management to build confidence between former parties in conflict, particularly across the East-West divide of the Cold War

Many of these component responses to perceived environmental threats to security persisted simultaneous, at times within the same agency or department. Definition and emphasis depends primarily on the government body's particular focus, resources, and tools at its disposal. Most prominent environment and security actors within government have included the Department of Defense (DoD); the Department of Energy (DoE); the Environmental Protection Agency (EPA) and the Department of State (DoS).

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The height of U.S. government environmental security came between 1990 and 2001. From 2001 to present, the more overtly labelled environment and security efforts have declined in visibility, resources, and prominence. This decline corresponded with the election of George W. Bush and gained further momentum after the attacks of September 11, 2001. The government responses to September 11, commonly referred to as the "war on terror," has priority in all the U.S. government's foreign and security policies. This policy priority context is critical for understanding the positioning and priority assigned to environmental security within the U.S. government.

Despite this lower political priority and the continued absence of an official environmental security policy for the U.S. government, it is nonetheless possible to group specific environmental, energy and health related foreign policy objectives within the realm of a broad reading of environmental security. Environmental security is understood as an umbrella term as outlined by Michael Renner in the introduction to this project and in other works.⁴

2. United States Overarching Environmental Security Priorities

Given the umbrella definition of environmental security adopted in this report, it is possible to identify a number of issue areas where the United States government is active. Many of these efforts are actively pursued by the current Bush administration but are not necessarily labelled as environmental security. These include:

- Sustainable Development
- Energy Security
- Climate Change and Disaster Management
- Greening the Armed Forces

Sustainable Development

In preparation for the 2002 *World Summit on Sustainable Development* in Johannesburg, South Africa, the first Bush Administration developed its approach to sustainable development whereby it is "the means to unlock human potential through economic development based on sound economic policy, social development based on investment in health and education, and responsible stewardship of the environment that has been entrusted to our care by a benevolent God."⁵

Such an integrative approach to global issues is typical for the Bush Administration. Economic development, good governance, and environmental protection are always named as objectives that must be tackled together. Similarly, security objectives, most prominently fighting the war on terror, are a powerful underlying narrative informing all foreign policy. Sustainable development provides no exception: "Sustainable development is also a security imperative. Poverty, destruction of the environment and despair are destroyers of people, of societies, of nations, a cause of instability as an unholy trinity that can destabilize countries and destabilize entire regions."⁶

⁴ See Dabelko, Geoffrey D. and P.J. Simmons 1997. "Environment and Security: Core Ideas and U.S. Government Initiatives" *SAIS Review*. 17 (1):127-146. Dabelko, Geoffrey D. 2004. *Tactical Victories and Strategic Losses: The Evolution of Environmental Security in the United States*. Dissertation. (College Park, MD: University of Maryland).

⁵ Powell, Colin L. (2002) 'Making Sustainable Development Work: Governance, Finance, and Public-Private Cooperation' Remarks at State Department Conference, Meridian International Center, Washington, DC July 12, 2002 Retrieved from:

<<http://www.state.gov/secretary/former/powell/remarks/2002/11822.htm>>

⁶ Powell op.cit.

Energy Security

Concerns surrounding "energy security" has come to the forefront during the second Bush Administration. While energy security is only mentioned in passing in the 2002 U.S. National Security Strategy (NSS) (page 19ff.), energy security and dependence on foreign sources of energy have risen to a major security concern in the 2006 NSS. This increased attention comes as the long deliberations over new federal legislation finally culminated in the 2005 Energy Policy Act. The subsequent war in Iraq and larger U.S. government goals for spreading democracy in the Middle East, have raised increasing concern about U.S. dependence on foreign sources of oil and what those petrodollars are funding. The Administration's concern with the dependence on foreign oil appeared in the 2006 State of the Union Address where President Bush introduced The Advanced Energy Initiative 'to help break America's addiction to oil, 'which is often imported from unstable parts of the world.'⁷

Climate Change and Disaster Management

While the United States is not participating in the 1999 Kyoto Protocol to the United Nations Framework on Climate Change, the Bush Administration has initiated a number of domestic and international initiatives aimed at addressing the problem of global climate change. Of significance on the international level are the Asia- Pacific Partnership for Ocean Development and Climate (known as APP and also as AP6 - made up alongside the United States of Australia, Japan, India, China and the Republic of Korea), the International Partnership for a Hydrogen Economy, the Carbon Sequestration Leadership Forum and the Generation IV International Forum. On the domestic level the most important initiatives are the Climate Change Technology Program (CCTP), the Climate Change Science Program (CCSP) and the National Goal to reduce Emissions Growth. On both levels (domestic and international) these initiatives focus on technological innovations.

Two notable episodes have linked climate change to security in the U.S. context during the Bush administrations. In 2003, the Pentagon's long-range planning office headed by Andrew Marshall commissioned risk analyst scenario writers Peter Schwartz and Doug Randall to examine whether climate change may pose a threat to U.S. security. Their dramatic scenario postulated dramatic security implications including endemic "disruption and conflict" from abrupt climate change.⁸ Posted on the Pentagon website, the report went little noticed until picked up by *Fortune* and subsequent overseas media coverage that erroneously called the report "secret" and "classified."⁹ The resulting public attention to a perceived difference between White House and Department of Defense climate change threat assessments led to the removal of the report from the website and from subsequent Department of Defense comment on climate change.

The costly 2005 hurricane season in the United States and the political fallout from the inadequate government response raised the profile and political sensitivity of climate change debate in the country. Managing both natural and man-made disasters shot to the highest levels of the U.S. policymaking agenda in September. While shrill NGO attribution of Hurricane Katrina to climate change led to a political backlash by climate doubters and scientists alike, the residual political sensitivity to climate change continues

⁷ Bush, George W. (2006) President Bush delivers State of the Union Address United States Capitol, Washington DC. January 31st 2006. Retrieved from: <http://www.whitehouse.gov/news/releases/2006/01/20060131-10.html>

⁸ Schwartz, Peter and Doug Randall. 2003. "An Abrupt Climate Change Scenario and Its Implications for United States national Security." (October). Available at http://www.climate.org/PDF/clim_change_scenario.pdf

⁹ Townsend, Mark and Paul Harris. 2004. "Now the Pentagon tells Bush: climate change will destroy us." *The Guardian* (February 22).

to resonate. This sensitivity to environmental disaster likely contributed to the inclusion of environmental disasters in the 2006 National Security Strategy.

Greening the Armed Forces

Limiting the environmental impact of the U.S. military is a process that began in the 1970s. This greening of the military comprised a significant part of the Clinton administration's environmental security efforts with the creation of the office of the Deputy Under Secretary of Defense for Environmental Security. The Bush administration downgraded the prominence of these issues and joined them with the Office of Installations and Environment (ODUSD- I&E). The Armed forces remain under legal obligation to obey environmental laws and regulations, leaving green stewardship of the environment as part of the military's environmental (but not environmental security) responsibilities. These obligations and larger environmental responsibilities continue to be taught within the U.S. militaries universities and colleges.

In the wake of September 11, 2001, some Republican Senators such as Senator James M. Inhofe (R-Oklahoma), pushed for repealing some domestic environmental regulations that applied to the U.S. military. The Chairman of the Senate Committee on Environment and Public Works, Inhofe and allies argued that environmental regulations constrained military training and readiness. By contrast, a 2002 report by the General Accounting Office (GAO, now renamed Government Accountability Office) "found that DoD's readiness reports did not indicate the extent to which environmental requirements restrict combat training activities, and that such reports indicate a high level of readiness overall."¹⁰ Congressional advocates of loosening environmental regulations, in alliance with a willing executive branch, have continued efforts to loosen environmental laws and regulations arguing that the Armed forces needed to "train like they fight"¹¹ and that anything that impeded this training constituted a risk to national security.

The 2003 and 2004 Defense Authorization Acts granted the DoD some of the desired exemptions. These exemptions included a provisional exemption for military readiness activities from the Migratory Bird Treaty Act, exemptions from the Marine Mammal Protection Act and partial exemptions from the Endangered Species Act. All of these exemptions are granted with for training purposes within wider national security goals. The 2006 Defense Authorization Act provided further exemptions from some requirements of the Clean Air Act, Solid Waste Disposal Act, and the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA).

3. Factors that have promoted the United States' Environmental Security Approach

Two decisive factors have promoted the current United States environmental security approach: the war on terror and the institutionalization of environment and security-related activities that remain from prior administrations. Most U.S. security and foreign policy objectives, including environmental considerations, cannot be considered outside of the wider framework of the war on terror.

Sustainable development aimed particularly at the eradication of poverty is at times framed as a means to address security concerns. According to the 2002 NSS, although 'poverty does not make people into terrorists and murderers' it is one of the factors that

¹⁰ Bearden, David M. (2005) Exemptions from Environmental Law for the Department of Defense: An Overview of Congressional Action p.3 CRS Report for Congress Retrieved 3/06 from <<http://www.ncseonline.org/NLE/crsreports/05aug/RS22149.pdf>>

¹¹ Rumsfeld, Donald H. (2002) "Transforming the Military" *Foreign Affairs* May/June 81 (3) p.20-30 Retrieved 11/2005 from <www.weblinks1.epnet.com>

can make 'states vulnerable to terrorist networks.'¹² Energy security, with its specific focus on the independence on foreign oil, is viewed as particularly salient in light of the current war with Iraq and tensions with Iran. Climate change and particularly disaster management are also linked to the war on terror as the perceived lack of preparedness for natural disasters has drawn negative parallels to preparations against terrorist attacks. In the words of President Bush it is imperative for the United States to be "better prepared for any challenge of nature, or act of evil men, that could threaten our people."¹³

The U.S. government's limited action on climate change and the greening of the military cannot be as explicitly linked to the war on terror, but must rather be explained by a certain level of continuity from previous administrations. Some environment and security programs, often derivatives of the 1996 Memorandum of Understanding on Environmental Security, have remained in place although with fewer funds and less political prominence. Military-to-military engagement around environmental issues remains a tool for engaging friendly countries and former adversaries. Transboundary water cooperation in the Middle East is supported with behind the scenes diplomatic and financial support. Other examples include teaching of environmental security in military universities or the integration of natural resource considerations into conflict management and mitigation development work.

4. How has the United States addressed its Stated Environmental Security Priorities as regards the Selected Themes?

Mainstreaming Environmental Factors into Foreign and Security Policy

On climate change, the U.S. government has initiated four key international programmes the: Asia- Pacific Partnership for Ocean Development and Climate (APP), the International Partnership for a Hydrogen Economy, the Carbon Sequestration Leadership Forum (CSLF) and the Generation IV International Forum.

The APP focuses on "voluntary practical measures...to create new investment opportunities, build local capacity, and remove barriers to the introduction of clean, more efficient technologies."¹⁴ Indeed, the participating governments are eager to stress that APP does not only focus on climate change, but proposes an integrative approach that views sustainable development, access to energy resources (energy security), poverty alleviation and global climate change as parts of a larger integrated approach. To paraphrase current Under Secretary of State for Global Affairs Paula Dobriansky, APP is about: integration, collaboration and implementation.¹⁵ These issue areas are being addressed through eight public/private task forces comprised of participants from the six member states. The first meeting of these groups was in January 2006 with future annual meetings planned. For 2007, the U.S. government has pledged \$52 million for this initiative, with plans to spend \$260 million on APP over the course of the next 5 years.

The International Partnership for a Hydrogen Economy is a multilateral approach aimed at providing "a mechanism to organise, evaluate and coordinate multinational research, development and deployment programs that advance the transition to a global hydrogen

¹² *National Security Strategy 2002 p.4* Retrieved 11/05 from <http://www.whitehouse.gov/nsc/nss.pdf>

¹³ White house fact sheet on Hurricane Katrina (op.cit)

¹⁴ Office of the Press Secretary (2005) President Bush and the Asia-Pacific Partnership on Cleaner Development 27th July Washington DC. Retrieved on 03/03/2006 from: <http://www.state.gov/g/oes/rls/fs/50314.htm>

¹⁵ US Department of State (2006) Briefing: US Participation in the Asia-Pacific Partnership on clean Development and Climate Change 6th January 2006 Washington DC. Retrieved 03/03/2006 from <http://www.state.gov/g/rls/rm/58780.htm>

economy.”¹⁶ The Partnership is made up of 15 countries plus the European Union. In November 2003 the United States pledged \$1.7 billion in research funding for the next five years.

With the Carbon Sequestration Leadership Forum (CSLF) the United States is member of a third multilateral environmental technology research programme. Also launched in 2003, the CSFL focuses on “the development of improved cost-effective technologies for the separation and capture of carbon dioxide for its transport and long-term storage.”¹⁷

Finally, the U.S. government leads the Generation IV International Forum that is concerned with research into “the next generation of safer, more affordable, and more proliferation-resistant nuclear energy systems. This new generation of nuclear power plants could produce electricity and hydrogen with substantially less waste and without emitting any air pollutants or greenhouse-gas emissions.” Making the GEN IV yet another initiative that combines climate change with energy security.

Energy security is also an issue of concern for the Central Intelligence Agency (CIA). The Office of Transnational Issues (OTI) “produces analytic assessments on critical intelligence-related issues that transcend regional and national boundaries. Drawing on a broad range of experts in engineering, science, and social science disciplines, OTI’s analysis addresses energy and economic security, illicit financial activities, societal conflicts, humanitarian crises, and the long-term military and economic strategic environment.”¹⁸

Mainstreaming Conflict Prevention and Livelihood Protection into Development Cooperation

The most noteworthy new foreign assistance programs initiated by the Bush Administration in 2003 are the Millennium Challenge Account (subsequently changed to the Millennium Challenge Corporation) and the President’s Emergency Plan for AIDS Relief (PEPFAR).¹⁹ The MCC has recently begun to provide some of the promised billions of U.S. assistance to countries that are deemed to be investing in their people, markets, and good governance. PEPFAR dramatically increased (\$15 billion over five years proposed but not appropriated by Congress) U.S. contributions to the world’s struggle against HIV, particularly in sub-Saharan Africa and the Caribbean. Although some characterizations of these programs, particularly the MCC, are cast in security terms,²⁰ the funding rarely targets fragile or failing states identified as posing greater probability of instability or harbouring terrorists. Neither of these programs have significant environmental components per se. PEPFAR does not by definition and MCC could but the focus on the assistance depends heavily on the proposals of the recipient countries.

By contrast, the environment as a cause of conflict thesis received extensive U.S. government attention in the 1990s. While it is no longer a prominent focus, a number of security institutions continue to track environmental and demographic variables in light of stability and conflict concerns. The long-range 2015 National Intelligence Council Estimate including environmental demographic concerns. The 2020 NIC Estimate did not. The Director of Central Intelligence’s Environmental and Societal Issues Center from the

¹⁶ See: <http://www.eere.energy.gov/hydrogenandfuelcells/international_activities.html>

¹⁷ White House Climate Change Fact Sheet Op. cited

¹⁸ CIA website, retrieved on 3/03/2006 from
<http://www.cia.gov/cia/di/organization_oti_page.html>

¹⁹ For MCC, see <<http://www.mca.gov/>>. For PEPFAR, see
<http://usinfo.state.gov/gi/global_issues/HIV_AIDS/hiv_aids_initiative.html>

²⁰ Bureau of Oceans and International Environmental and Scientific Affairs (2002) *Fact sheet Millennium Challenge Account* August 23rd Retrieved on 12/2005 from
<<http://www.state.gov/g/oes/rls/fs/2002/12952.htm>>

Clinton years was disbanded, but the CIA continues to track transboundary water issues as potential sources of conflict. The Department of State continues to quietly support transboundary water cooperation between Palestinians and Israelis.

In the 1990s, the U.S. Agency for International Development was not an integrated player in the government's environment and conflict efforts such as the DoD, EPA, and DoE Memorandum of Understanding for Environmental Security. However USAID began a new focus on conflict and development during the tenure of Andrew Natsios as USAID Administrator from 2001 to 2005. While DoD and especially EPA and DoE have lowered their previously high levels of attention to environment and conflict, USAID is increasing attention to environment and conflict considerations through its newly established Office of Conflict Management and Mitigation (CMM) organized within USAID's Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA).²¹

Endowed with a \$10 million budget in FY05, the official mission statement of CMM 'envisions an agency that effectively prevents, mitigates and manages the causes and consequences of violent conflict and fragility.'²² The agency aims to incorporate conflict prevention work into the mainstream USAID profile, with the aim of addressing the causes of conflicts before conflict breaks out.²³ Through a combination of country conflict assessments, USAID staff training, early warning methodologies, and toolkits for integrated conflict interventions, CMM is designed to serve as a "change agent" within the agency.

The toolkits are directly addressing the environment and conflict linkages so typical of environmental security programs. Designed to provide technical assistance to USAID staff in the field, completed toolkits focus on water and conflict, land and conflict, minerals and conflict, forests and conflict, and youth and conflict. The *Forests & Conflict* toolkit, as well as the *Minerals & Conflict* toolkit engaged a substantial number of experts from prominent NGOs.²⁴ The toolkits reports begin with a lengthy clarification the relationship between the resource and conflict. Lessons learned in the minerals toolkit for example include the recommendations to: 1) empower local communities through information access; 2) increase participation, dialogue, and partnership; 3) create sustainable livelihoods for artisanal and small-scale minerals; 4) reduce Macroeconomic dependence and vulnerability; 5) address gaps in national governance of host countries; 6) promote responsible behaviour by large and small companies; 7) strengthen governance of the international mineral trade; 8) create a safe space for reform and 9) monitor and assess development. The toolkits typically end with possible options for breaking the conflict

²¹ Other USAID offices are also pursuing related environment and conflict linkages such as the Asia and Near-East Bureau's work on forest and conflict. See *Conflict Timber: Dimensions of the Problem in Asia and Africa*, available at http://pdf.usaid.gov/pdf_docs/PNACT462.pdf.

²² Office of Conflict Management USAID official website at http://www.usaid.gov/our_work/cross-cutting_programs/conflict/about/index.html

²³ It should also be noted that the Administration has created a Directorate for Foreign Assistance (DFA) within the State Department that is primarily concerned with spending the foreign aid budget more effectively. (NSS, 2006, p.33).

²⁴ The *Forests & Conflict* Toolkit emerged from collaboration with Adelphi Research (Berlin, Germany), the Center for International Forestry Research (CIFOR) (Bogor, Indonesia), and the Woodrow Wilson International Center for Scholars (Washington, DC, USA). Project coordinators were Alexander Carius (Adelphi Research), Geoffrey Dabelko (Woodrow Wilson International Center for Scholars), and Doris Capistrano (CIFOR). The lead authors were Esther Schroeder-Wildberg (Adelphi Research), Doris Capistrano (CIFOR), Olivia Voils (Adelphi Research), and Alexander Carius (Adelphi Research). The *Minerals & Conflict* toolkit was initially authored by a team of researchers, including Alexander Carius (Adelphi Research); Geoffrey Dabelko (Woodrow Wilson Center for Scholars); Doris Capistrano (CIFOR); Moira Feil (Adelphi Research); and Jason Switzer (International Institute for Sustainable Development).

linkages violence and outlining in more detail how USAID specifically should address the identified problems.²⁵ These toolkits served as models for the OECD Development Assistance Committee's Conflict and Peace Issue Briefs on environment and conflict.²⁶

Environmental Peace Building

The U.S. Department of Defense operates a *Defense International Environmental Cooperation Program* (DEICP), an effort first created under the Clinton administration's strategy of preventive defense which aimed to foster environmental cooperation and peace building. This program was run alongside the domestic defense environmental security programs out of the Office of the Deputy Under Secretary of Defense for Environmental Security. By the end of the second Clinton administration, the Office had developed military-to-military environmental relations with an array of different countries, including the Philippines, the Arabian Gulf States, South Africa, the Czech Republic, the European Union, Argentina, Chile, Australia, Canada, the Baltic states, and the states of the former Yugoslav Republic. The programme focused on issues such as: delegation exchanges, joint collection and analysis of environmental data, information sharing, bilateral or multilateral development of handbooks, and hosting or attending conferences.

Today the DEICP still exists. However, while the number of countries involved into the program has declined each year, the effort itself has actually expanded. A program started for environmental cooperation has spilled over into other sectors, and today addresses alongside environmental issues the proliferation of weapons of mass destruction and coordinated response to "natural, accidental, or terrorist disasters."²⁷ The environmental engagement programs are no longer under the jurisdiction of the DoD environmental office, but rather they have become part of Office of the Secretary of Defense (OSD).

Natural Disaster and Conflict Mitigation and Adaptation

The 2005 Hurricanes 'Katrina' and 'Rita' have put natural disasters (and man made disasters) right onto the map of U.S. policymakers. The 2006 National Security Strategy – unlike its 2002 predecessor – makes reference "to environmental destruction, whether caused by human behaviour or cataclysmic mega disasters such as flood, hurricanes, earthquakes or tsunamis."²⁸

The *Federal Response to Hurricane Katrina: Lessons Learned* report drafted by the Department of Homeland Security and commissioned by the President identifies three immediate priorities of what needs to be done. The three priorities read as follows:

- First, implementation of a comprehensive National Preparedness System to ensure that a fully national system that ensures unity of effort in preparing for and responding to natural and man-made disasters is in place;
- Second, create a Culture of Preparedness that emphasizes that the entire Nation - at all levels of government, the private sector, communities, and individual citizens - shares common goals and responsibilities for homeland security;

²⁵ USAID CMM (2005). *Minerals & Conflict a Toolkit for Intervention* (USAID: Washington DC)

²⁶ Available at

<http://www.oecd.org/document/53/0,2340,en_2649_34567_34538357_1_1_1_1,00.html#environment>

²⁷ Defense Environmental Programs Annual Report to Congress Fiscal Year 2004; section Q 1

Retrieved from <<https://www.denix.osd.mil/denix/Public/News/OSD/DEP2004/deparc2004.html>>

²⁸ US NSS (2006) p.47 retrieved on 16/03/06 from

<<http://www.whitehouse.gov/nsc/nss/2006/nss2006.pdf>>

- Third, implementation of corrective actions to ensure that the problems encountered during Hurricane Katrina will not be repeated.²⁹

This priority for responding to natural and man-made environmental disasters was reflected in the 2006 NSS. Plans to respond to this type of threat include developing a civilian reserve corps. According to the NSS 2006 this corps would: “utilize, in a flexible and timely manner, the human resources of the American people for skills and capacities needed for international disaster relief and post-conflict reconstruction.”³⁰

5. How does the US Government characterise the overall Strengths and Weaknesses of its Environmental Security Approaches

The current Bush Administration is positive in its appraisals of efforts in traditional environmental security areas although this term is rarely if ever used. Like most recent administrations, the executive branch does not speak critically of its own policies and approaches.

6. Key Policy Lessons learned in terms of the Development and the Implementation of Environmental Security Policy

The “war on terror” dominates foreign and security policy under the current administration. Combining this focus with the administration’s broadly negative view of environmental issues generally makes for lower priority assigned to policy that could be grouped under an environmental security umbrella. Separate from the post-September 11 context, the close identification of environmental security programs with defeated 2000 Democratic Presidential candidate Al Gore also ensured that the administration would have moved away from the environmental security frame regardless.

Despite these strong forces arguing against a prominent role for environmental security approaches under a Bush administration, some environmentally-security related efforts continue (green responsibilities for the military), some efforts continue in new bureaucratic homes (environment and conflict in USAID rather than DoD), and some efforts have responded to events (disaster management and environmental destruction re-emerging on the 2006 NSS). These continuities would suggest that analysts and practitioners focus on the activities and not the labels or frames when trying to catalogue and understand the extent and focus on U.S. government activities in the area of environmental security. Furthermore, the bureaucracy is sufficiently diverse and large that considerable environment and security-related activity can continue at non-political levels, evading a more hostile political climate for the environmental security frame.

7. Summary

The U.S. government no longer utilizes an environmental security frame that held sway from the early 1990s until 2001. Adopting an inclusive perspective of programs found under the environmental security umbrella during the 1990s and in other countries, it is clear that a range of programs and initiatives in the environment and security area persist under the current Bush administration. All of these programs, and in fact all foreign and security policy efforts, must be viewed in relation to the post-September 11 war on terror strategies.

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²⁹ The White House Website, retrieved on 03/03/2006 from <http://www.whitehouse.gov/infocus/hurricane/>

³⁰ Op. cit. p.45

III-A. Profile of ENVSEC Initiative

Version 1 – 15 July 2006



Prepared by Ronald A. Kingham

1. What is the Environment and Security Initiative about? ¹

There is a growing understanding that environmental degradation, inequitable access to natural resources and transboundary movement of hazardous materials increase the probability of conflict and thereby pose a risk to human and even national security. For example, transboundary pollution often negatively affects the relations between neighbouring states sharing the common resource base. Also health risks and involuntary migration due to e.g. water scarcity, equitable access to land resources, uncontrolled stocks of obsolete pesticides or other forms of hazardous waste have been identified as threats to stability and peace.

Ongoing disputes and disagreements over the management of natural resources shared by two or more states can deepen divides and lead to hostilities. However, common problems regarding the use of natural resources may also bring people together in a positive manner. Communities and nations can build confidence with each other through joint efforts to improve the state and management of natural resources. Environmental co-operation can thereby act as an important tool for preventing conflicts and promoting peace between communities.

The Environment and Security Initiative (ENVSEC) seeks to facilitate a process whereby key public decision-makers in South Eastern and Eastern Europe, Central Asia and the Caucasus are able to motivate action to advance and protect peace and the environment at the same time.

2. What is ENVSEC doing?

The ENVSEC Initiative works to assess and address environmental problems, which threaten or are perceived to threaten security, societal stability and peace, human health and/or sustainable livelihoods, within and across national borders in conflict prone regions. The Initiative collaborates closely with governments, particularly foreign, defense and environment ministries, national experts and NGOs. Together with the stakeholders ENVSEC has carried out assessments and published reports illustrated by maps, for understanding the linkages between environment and security in the political and socio-economic reality of South Eastern Europe, the Southern Caucasus and Central Asia. Based on the assessments, the Initiative develops and implements work programmes aimed at reducing tensions and solving the problems identified. Through extensive regional consultations and multi-stakeholder participation the initiative seeks to:

- Identify environment and conflict hotspots by carrying out desk and field assessments
- Present the results of the assessments in graphically rich maps, reports and web site and draw the attention of politicians and people to situations and hot spots where risks are high
- Help societies to deal with priority issues by raising awareness, building capacities and strengthening institutions
- Support concrete action and catalyse specific solutions for the identified security-relevant environmental problems on the ground

¹ The source for all information in this profile is <http://www.envsec.org/>

These challenges are being tackled with a combination of political, socio-economic and environmental insights as well as the capacity and skills of the six partners. ENVSEC also collaborates with think tanks and research institutes to increase the understanding of the interdependency of natural resources, socio-economic development and political stability.

3. Who is involved?

It was established in 2003 by the [United Nations Environment Programme \(UNEP\)](#), the [United Nations Development Programme \(UNDP\)](#), and the [Organization for Security and Co-operation in Europe \(OSCE\)](#). The [North Atlantic Treaty Organisation \(NATO\)](#) became an associate member of the Initiative in 2004, through its Public Diplomacy Division. From 2006 onwards the Initiative is strengthened with two new members: the [United Nations Economic Commission for Europe \(UNECE\)](#); and the [Regional Environment Center for Central and Eastern Europe \(REC\)](#).

ENVSEC is governed by a Management Board, which consists of representatives of the partner agencies. The ENVSEC activities are co-ordinated by the ENVSEC Secretariat consisting of two bodies: (i) a coordination unit comprised of a Coordination Officer and Regional Desk Officers from the partner organizations, and (ii) an administrative unit hosted by UNDP Regional Centre for Europe and the CIS.

An Advisory Board comprised of donors, national government focal points from recipient countries and other stakeholders provides scientific and policy advice for the Initiative through annual meetings.

The initiative is open for collaboration with potential partners in the countries, regions and internationally.

4. The ENVSEC Initiative Projects

Following is a brief description of each the areas in which ENVSEC is active including a list of specific projects in each area. Full details of each project as well as maps and satellite images, publications and additional resources are available on the ENVSEC website at: <http://www.envsec.org/index.php>

Central Asia

<http://www.envsec.org/centasia/index.php>

Central Asia encompasses **Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan**, five countries positioned half-way between the Atlantic and the Pacific, the Tien-Shan mountains and the Caspian Sea. The region is rich in natural resources, which have been industrially exploited and processed for decades, often leading to considerable environmental pollution and degraded land. Decades of Uranium mining has left the region with poorly maintained radioactive waste storage sites. Kazakhstan's already high level of natural radiation is increased by the remnants of nuclear test sites including the famous Semipalatinsk nuclear testing ground. Current and historical industrial pollution remains an environmental as well as a security threat throughout the region. Also the dried-up Aral Sea will probably remind generations to come that managing transboundary basins with many competing interests is not an easy task.

The in-depth assessment of environment and security risks in the Ferghana Valley was completed and published in 2005. It is now the basis for an extensive work programme, which focuses on the management of land and water resources, pollution from hazardous

waste dumps and industrial activities, natural disasters, and biodiversity issues. Continuing projects in the region include media tour and training courses for professional journalists raising awareness of environment and security links in Central Asia, opening of Public Environmental Information Centres, and supporting environmental journalism festivals. Projects on natural disaster mitigation in local communities, capacity building of local environmental laboratories for radioactivity analysis and monitoring, studies of hazardous waste disposal and environment and health assessment are also currently being carried out in the boarder regions of Kyrgyzstan and Tajikistan.

Other assessments in Central Asia region will concentrate on the East Caspian region, and the Amu-Darya river basin, and will start in the second half of 2006.

Central Asia ENVSEC Projects

- In-depth field assessment of environment & security hot spots in the Ferghana – Osh – Khudjand triangle and adjacent areas
- Rapid environment and health risk assessment
- Establishment of environmental early warning system
- Community based natural disaster management in high-risk border areas of Tajikistan and Kyrgyzstan
- Training in investigative journalism with respect to Environment and Security issues and linkages
- Support to environmental festivals in Central Asia
- Institutional support to the Aarhus convention (Aarhus centres)
- Uranium Waste and tailings Sites in the Ferghana Valley
- Assessment and Mitigation of Seismic Risk in Tashkent, Uzbekistan and Bishkek, Kyrgyz Republic
- Sustainable Development of Ecology and Land and Water use through Implementation of a GIS and Remote Sensing Center in Karakalpakstan, Uzbekistan
- SEMIRAD I - Investigation of the Radiological Situation in the Sarzhal Region of the Semipalatinsk Nuclear Test Site
- SEMIREAD II - Investigation of the Radiological Situation in the Sarzhal Region of the Semipalatinsk Nuclear Test Site
- Study of Radioactive Waste Disposal Sites in Turkmenistan
- Improved Land and Water Resource Management in the Upper Syr Darya Basin in the Context of Sustainable Development
- ENVSEC Phase 1 assessment of Environment and security risks and opportunities in Central Asia

Eastern Europe

<http://www.envsec.org/easteur/index.php>

The region comprising **Belarus, Moldova and Ukraine** is one of the most industrialized areas within the former Soviet Union. This as well as dense population, important transportation networks, intensive agriculture account for both the strategic importance of the region and its omnipresent environmental challenges. Among these are the still-present consequences of the Chernobyl nuclear accident; environmental risks of industrial and military heritage; management of shared waterbasins such as the Dnieper and the Dniester; and, most recently, the need to secure an independence and efficient use of energy supply hopefully at a minimum environmental cost.

Frozen conflicts or tensions in parts of the region (Transnistria in Moldova, the South-East of Ukraine) weaken resistance of countries and communities to environmental threats and their capacity to address them. Such situations on the other hand define needs and opportunities for non-political mitigation of instability. Not least, strategic location on the border of the European Union makes the region particularly sensitive to global and continental geopolitical challenges.

Environment and Security assessment in Eastern Europe was initiated in cooperation with the three governments in 2005. A series of multi-agency consultations took place in the countries in May-June 2006. Meetings have helped to identify, confirm and detail key threats faced by the region on the interface between the environment and security, as well as to discuss needs and opportunities to act. ENVSEC assessment for Eastern Europe will be presented to donors and the international audience for the first time at OSCE's Meeting of the Economic Forum in January 2007, along with a proposed work programme of ENVSEC-facilitated activities.

Eastern Europe ENVSEC Projects

- ENVSEC Phase 1 assessment of Environment and Security risks and opportunities in Belarus, Ukraine and Moldova
- Transboundary cooperation and sustainable management of the Dniester river
- Rocket fuel disposal workshop and assessment in Ukraine
- Real Time Monitoring and Decision Support Systems for International Rivers:
 - Application to the Nistru and Prut River
- Monitoring and Assessment of Heavy Metal Pollution in River Prut, an important Transboundary Water Resource

South Eastern Europe

<http://www.envsec.org/see/index.php>

South-Eastern Europe (SEE) covers **Albania, Bosnia and Herzegovina, Bulgaria, Croatia, the Former Yugoslav Republic of Macedonia, Romania, Serbia, Montenegro and Kosovo** (territory under UN administration). The past decade of war, conflict and transition has left the region with a legacy of inadequate growth, declining living standards and high environmental stress. The region is mainly affected by heavy industrial pollution in urban-industrial areas, intensive agriculture with yet uncalculated health impacts, a lack of water technology and infrastructure, and industrial pollution from the mining sector. Shared resources such as transboundary lakes and rivers as well as

biodiversity (e.g. in the Carpathian mountains) pose both a challenge and opportunity for cooperation.

Mining in South Eastern Europe has been identified as a sector requiring specific attention, and is the focus of several regional cooperation projects. Five demonstration projects will be finalised and launched in the period of 2006-2008 under the umbrella of the project "Environment and Security in South Eastern Europe: Improving regional cooperation for risk management from pollution hotspots as well as transboundary management of shared regional resources". The publication 'Mining for Closure' produced in 2005 by the ENVSEC partners provides guidelines for sustainable mining in the region. Other key sectors for the region are cooperation on the protection of natural resources and biodiversity, such as park management, reducing the amounts of pesticides used in agriculture, and moving towards a multi lateral agreement towards protecting mountain regions.

South Eastern Europe ENVSEC Projects

- Reducing Environment & Security Risks from Mining in South Eastern Europe
- Rapid Environmental Assessment of the Tisza River Basin, including environment & security
- Enhancing Transboundary Biodiversity Management in South Eastern Europe
- Network Development of Local Actors from the Sava River Basin on Water resource Management
- Feasibility Study for Lojane Mine Cleaning and Closure
- Cross-border Environmental Monitoring and Early Warning Systems
- Building Cooperation in the Prespa Park Region
- Improving Integrated Water Resources Management in the Tisza River Basin
- Postgraduate Course on Environment, Security and Diplomacy

Southern Caucasus

<http://www.envsec.org/southcauc/index.php>

The Southern Caucasus, composed of **Armenia**, **Azerbaijan**, and **Georgia**, has long been a focal point for change and a bridge between Asia and Europe. The region is in the midst of a tumultuous transition and has seen multiple inter-state and ethnic conflicts in its recent past, some of them escalating to full-scale warfare. In this context, the lack of regional cooperation threatens to exacerbate environmental issues, themselves a source of potential conflict in the region. Among the environmental concerns identified by ENVSEC in the Southern Caucasus are the management of shared natural resources (not least in the Kura-Araks river basin which covers a large part of the region), pollution from ageing industries and irrigation networks, and uncontrolled growth of capital cities. Disagreements about real or perceived environmental threats, such as those related to the environmental conditions of the 'frozen conflict' zones, Metzamor nuclear power plant or the Baku-Tbilisi-Ceyhan trans-regional pipeline further complicate the picture. On the positive side there are quite a few opportunities to foster cooperation between the countries in the environmental field.

The ENVSEC assessment of environment and security linkages in the Southern Caucasus was completed and presented at the Ministerial meeting of EECCA countries in Tbilisi on October 22, 2004. ENVSEC has identified the frozen conflict zones in South Ossetia, Nagorno-Karabakh, and Abkhazia as areas where more detailed assessment can help facilitate a broader understanding of current environmental challenges.. ENVSEC has supported monitoring and management of the Kura-Araks river basin, strategic environmental assessments, the establishment of public environmental information centres (“Aarhus centres”), and media training. In the view of reducing tensions in mountainous areas and promoting cooperation for protection and sustainable management, ENVSEC also supports transboundary cooperation on the protection of the Caucasus mountains. The process of negotiating a legal framework will proceed in 2006, and it is closely linked to a similar mountain protection project in South Eastern Europe.

Southern Caucasus ENVSEC Projects

- Training in investigative journalism with respect to Environment and Security issues and linkages
- Institutional support to the Aarhus convention (Aarhus centres)
- ENVSEC Phase 1 assessment of Environment and Security risks and opportunities in the South Caucasus
- Assessment of underground water in the Kura-Aras river basin, including UNDP project on Public involvement in reduction of transboundary degradation in the basin
- Assessment and neutralization of hazardous chemicals in abandoned military sites in Armenia
- ENVSEC in-depth assessment of environmental degradation in frozen conflict zones in the South Caucasus
- Strategic Environmental Assessment – Promotion and Capacity Building
- Environment and Security in the South Caucasus Triangle
- Radio Bridges
- Seismic Risk in large Cities of Caucasus, Tools for Risk Management (SeRiCiCau)
- Training in investigative journalism with respect to Environment and Security issues and linkages
- Special Issue of the “Caucasus Environmental Magazine”
- South Caucasus Cooperative River Monitoring

III-B. Profile of the European Union

Version 1 – 20 October 2006

Prepared by Ronald A. Kingham



1. Overview

The European approach to security has evolved considerably in the recent years. While the core of European security policy is grounded in the Common Foreign and Security Policy, the EU is increasingly addressing security concerns through “soft policies” as well. Indeed, the various EU policies and strategies in the environment, development and security spheres reflect a growing commitment to the concept of a multi-dimensional and comprehensive notion of security.

This profile takes a look at the EU's foreign and security policies and its environment and development policies in an effort to highlight existing or possible linkages in the EU's external relations among all these spheres.

2. Foreign and Security Policies and Practices

2.1. Common Foreign and Security Policy (CFSP) ¹

Following the signing of the Treaties of Rome, European construction focussed on economic aspects, i.e. the creation of a common market, although ideas for cooperation in the field of international policy were already in evidence. For almost forty years of European construction the very expression “common foreign policy” found no place in the Treaties. From October 1970 the Member States of the European Community cooperated and endeavoured to consult one another on major international policy problems. However, this was at intergovernmental level in the context of “**European political cooperation**”. In 1986, the Single European Act formalised this intergovernmental cooperation without changing its nature or methods of operation. The change came at Maastricht where, for the first time, Member States incorporated in the Treaty the objective of a “**common foreign policy**”. Since the Treaty's entry into force on 1 November 1993, the European Union as such can make its voice heard on the international stage, express its position on armed conflicts, human rights and any other subject linked to the fundamental principles and common values which form the basis of the European Union and which it is committed to defend.

The provisions on the CFSP were revised by the Amsterdam Treaty which entered into force in 1999. Articles 11 to 28 of the Treaty on European Union are since then devoted specifically to the CFSP.

An important decision in terms of improving the effectiveness and profile of the Union's foreign policy was the appointment of a High Representative for the CFSP (an innovation of the Treaty of Amsterdam), Mr Javier Solana Madariaga, who took up the post on 18 October 1999 for a period of five years. ²

¹ Source: <http://www.consilium.eu.int/showPage.asp?id=248&lang=en&mode=g>
See also : http://ec.europa.eu/comm/external_relations/cfsp/intro/index.htm

² In July 2004, Mr Solana was appointed for a second 5-year mandate as Secretary-General of the Council of the EU and EU High Representative for the CFSP. It was also decided that Mr Solana would be appointed EU Foreign Minister on the day of entry into force of the Constitutional Treaty for Europe.

The new Treaty of Nice entered into force on 1 February 2003 and contains new CFSP provisions. It notably increases the areas which fall under qualified majority voting and enhances the role of the Political and Security Committee in crisis management operations.

The CFSP Objectives

The Treaty on European Union defines the objective of CFSP as “to preserve peace and strengthen international security, in accordance with the principles of the United Nations Charter, as well as the principles of the Helsinki Final Act and the objectives of the Paris Charter to promote international cooperation”. The CFSP has 5 main aims:

- Safeguard the common values, fundamental interests, independence and integrity of the Union
- Strengthen the security of the Union in all ways
- Preserve peace and strengthen international security
- Promote international co-operation
- Develop and consolidate democracy and the rule of law, and respect for human rights and fundamental freedoms.

It can be expected that the CFSP will increasingly address issues linked to environmental security, for example and especially as they pertain to the potential threats of bio-terrorism, including rapid detection and alert concerning chemical agents and surveillance of sensitive areas, such as water reservoirs and nuclear sites. Some of these kinds of concerns are already reflected in information about the EU security research initiative.³

2.2. European Security and Defence Policy (ESDP)⁴

The ESDP is an extension of the CFSP and was adopted in 2003 as the military component designed to strengthen the EU's overall capacity for dealing with crisis and disaster situations in member countries as well as other regional conflicts. The ESDP makes it possible for the EU to launch humanitarian and peace missions to resolve instances of crisis or conflict. In order to enable the European Union fully to assume its responsibilities for crisis management, the European Council (Nice, December 2000) decided to establish the following permanent political and military structures.

- The Political and Security Committee (PSC)⁵
- The European Union Military Committee (EUMC)⁶
- The European Union Military Staff (EUMS)⁷

³ See information on the EU security research initiative at:
http://ec.europa.eu/comm/external_relations/cfsp/news/memo03_192.htm

⁴ See: http://www.consilium.eu.int/cms3_fo/showPage.asp?id=261&lang=en&mode=g

⁵ See: COUNCIL DECISION of 22 January 2001 setting up the Political and Security Committee at:
http://www.consilium.europa.eu/uedocs/cmsUpload/l_02720010130en00010003.pdf

⁶ For more information on the EUMC see:
http://www.consilium.eu.int/cms3_fo/showPage.asp?id=1065&lang=en and COUNCIL DECISION of 22 January 2001 setting up the Military Committee of the European Union
http://www.consilium.europa.eu/uedocs/cmsUpload/l_02720010130en00040006.pdf

⁷ For more information on the EUMS see:
http://www.consilium.eu.int/cms3_fo/showPage.asp?id=1039&lang=en

According to the Commission's web pages on the CFSP and the ESDP: ⁸

"The fact that security is becoming a wider concept reflects developments underway since at least the energy crisis of the early 1970`s. This evolution clearly accelerated after the end of the Cold War. Furthermore, traditionally, security has been analysed and managed from state and alliance perspectives. Now, the geographical pertinence of security issues has widened to include both sub-national and global levels. Similarly, the scope has widened from the purely military to include broader political, economic, social and environmental aspects."

2.3. European Security Strategy (ESS) ⁹

The European Security Strategy was approved by the European Council held in Brussels on 12 December 2003 and drafted under the responsibilities of the EU High Representative Javier Solana.

The ESS is the policy document that guides the EU's international security strategy. It addresses the need for a comprehensive security strategy that encompasses both civil and defence-related security measures. The Strategy itself is not necessarily an operational document with a detailed plan of action. Rather it lays down overall objectives of EU external actions and the principal ways of achieving these. With the emergence of the ESDP, it is the first time that Europe has actually formulated a joint security strategy.

The ESS includes a number of references linking security, development and environment, including the statement that:

"Security is a precondition of development. Conflict not only destroys infrastructure, including social infrastructure; it also encourages criminality, deters investment and makes normal economic activity impossible. A number of countries and regions are caught in a cycle of conflict, insecurity and poverty.

Competition for natural resources - notably water - which will be aggravated by global warming over the next decades, is likely to create further turbulence and migratory movements in various regions."

According to the Strategy "the development of a stronger international society, well functioning international institutions and a rule-based international order" is one of the strategic objectives of European security policy.

In speaking of the scope of the ESS at the May 2006 GLOBE-EU / IES Symposium on Security and Sustainable Development,¹⁰ Dr. Robert Cooper¹¹ of the Council of the European Union explained that when the ESS was first drafted, the intention was actually

and the COUNCIL DECISION of 10 May 2005 on the establishment of the Military Staff of the European Union at:

http://www.eur-lex.europa.eu/LexUriServ/site/en/oj/2005/l_132/l_13220050526en00170024.pdf and

⁸ See: http://ec.europa.eu/comm/external_relations/cfsp/esdp/index.htm

⁹ See: A SECURE EUROPE IN A BETTER WORLD - THE EUROPEAN SECURITY STRATEGY at: <http://www.consilium.eu.int/uedocs/cmsUpload/78367.pdf>

¹⁰ See: <http://www.envirosecurity.org/ges/symposium/> The summary report of the symposium is at: <http://www.envirosecurity.org/ges/symposium/SDSSymposiumSummaryReport.pdf>

¹¹ Dr. Cooper is Director General, DGE-External and Politico Military Affairs, Council of the European Union

to restrict its ambit to those threats caused by humans in order to create a manageable and viable regime. The main types of threats addressed by the ESS include: terrorism, weapons of mass destruction, regional conflicts, state failure.

Despite its rather restricted ambit, Dr. Cooper stressed that the ESS approach has not been entirely conventional. He acknowledged that threats are changing as a result of increased interdependence, with one very big difference emerging from the globalisation phenomenon that “other peoples’ wars and conflicts matter”. As well, there are increasingly clear environmental dimensions to these security threats, which have important implications for the development of peace and security policy. For example, weapons of mass destruction, if used, could have dramatic environmental consequences and regional conflict and state failure are intimately connected to poverty and environmental degradation. Another interesting point raised was that state failure is “a rather peculiar case of underdevelopment”, especially when seen against the broader backdrop of development policy aims, namely “to develop the state, democratic institutions and the rule of law”.

2.4. Conflict Prevention and Crisis Management: ¹²

In its 2001 **Communication on Conflict Prevention**¹³, the Commission addresses the ‘root causes of conflict’ by promoting ‘structural stability’. The latter is defined as ‘sustainable economic development, democracy and respect for human rights, viable political structures and healthy environmental and social conditions, with the capacity to manage change without resort to conflict’. The **EU Programme for the Prevention of Violent Conflicts**¹⁴ that is based on this communication calls for an integrated policy, surpassing the pillar structure, and defines conflict prevention as a priority for all of the EU’s external action. Social and environmental policies are expressly mentioned among the means at the disposal of the EU to support conflict prevention efforts.

In his remarks at the above mentioned symposium, Dr. Cooper outlined the EU’s response in a number of conflict zones, where it is endeavouring to advance security and

¹² For more information on the EU and **Conflict Prevention and Crisis Management** see the following sources:

Overview on Conflict Prevention and Crisis Management:

http://ec.europa.eu/comm/external_relations/cfsp/cpcm/index.htm

IQSG Programming Fiche on Conflict Prevention:

http://europa.eu.int/comm/external_relations/cfsp/cpcm/cp/doc/cp_guide.pdf

Conflict Prevention Partnership, pilot project supported by the EC:

<http://www.conflictprevention.net/>

Civilian instruments for EU crisis management at:

http://ec.europa.eu/comm/external_relations/cfsp/doc/cm03.pdf

Communication from the Commission to the Council and the European Parliament – Financing of Civilian Crisis Management Operations, COM(2001) 647 final:

http://europa.eu.int/comm/external_relations/cfsp/doc/com01_647.pdf

Communication from the Commission to the Council and the European Parliament, the European Economic and Social Committee and the Committee of the Regions -- Reinforcing EU Disaster and Crisis Response in third countries, COM(2005) 153 final:

http://europa.eu.int/comm/external_relations/cfsp/cpcm/com05_153_en.pdf

¹³ Communication from the Commission on Conflict Prevention, COM(2001) 211 final:

http://europa.eu.int/comm/external_relations/cfsp/news/com2001_211_en.pdf

¹⁴ See: <http://www.eu2001.se/static/eng/pdf/violent.PDF>

stability on the ground. For example, in the occupied territories, where the environmental security issue is very much related to scarce water resources, the EU has been working towards the creation of a two-state solution. In Aceh, where EU officials are monitoring the implementation of the peace agreement that was negotiated by former Finnish President Martti Ahtisaari, the environmental issue has of course been the continuing illegal logging that has provided the revenue engine to finance ongoing conflict in the region.

By contrast, in the Congo, where the illegal trade in gold and diamonds has paid for and has indeed ensured the profitability of the conflict, the EU has addressed its efforts to improve the functioning of the Defence Ministry apparatus, especially to ensure that the army is properly remunerated. This is an important priority since experience has revealed the destabilising role played by an unpaid army or indeed an army paid for by local commanders, a scenario, Dr. Cooper emphasised, facilitates “power grabs” by war-lords. Thus, the EU will continue to assist the UN in establishing multi-party elections as part of a long-term political process of building democratic institutions. Darfur on the other hand, was referred to rather starkly as the “first war of climate change”.

2.5. Country and Regional Strategy Papers

The EU has now developed instruments such as the **Country and Regional Strategy Papers**¹⁵, which outline policy priorities, the **Check-List for Root Causes of Conflict**¹⁶ and the continually revised **Watch List of Priority Countries** (countries where there is a serious risk of conflict).

The CSPs and RSPs are or can be particularly important with regard to the linkages between development and security concerns. Before the end of the preparation of a CSP, the EC staff in each beneficiary country is required to undertake - or contract consultants to undertake - a Country Environmental Profile (CEP) which brings in the environmental dimensions. (See 3.6 below under Environmental Mainstreaming in EC Development Cooperation.)

2.6. EU policies with Neighbouring States

A comprehensive approach to security is particularly characteristic of EU policy with respect to neighbouring States, which it attempts to integrate in an encompassing network of relations, for example, the **Stability Pact for the Balkans**¹⁷, the **Euro-Mediterranean Partnership (EMP)**¹⁸, and the successful transition of Central and Eastern Europe. More specifically, the **EU Neighbourhood Policy (ENP)**¹⁹ provides for an enhanced framework for relations between the EU and its neighbours. The overarching objective of the ENP is to achieve an ‘area of shared prosperity and values’ by creating close partnerships with the EU’s neighbouring States. The comprehensive concept of security is reflected in this track, in light of the ENP’s emphasis on linking in-depth economic integration, close political and cultural relations together with a joint responsibility for conflict prevention.

¹⁵ The Country and Regional Strategy Papers are available at:

http://ec.europa.eu/comm/external_relations/sp/index.htm

¹⁶ See: Conflict Indicators/ European Commission Check-list for Root Causes of Conflict:

http://europa.eu.int/comm/external_relations/cfsp/cpcm/cp/list.htm

¹⁷ See: <http://www.stabilitypact.org/>

¹⁸ See: http://ec.europa.eu/comm/external_relations/euromed/index.htm

¹⁹ See: http://ec.europa.eu/world/enp/index_en.htm

3. Environment and Development Policies and Practices

Environment and development concerns and objectives are increasingly being taken into account within the sphere of EU foreign and security policy, but already for some time security related concerns and objectives have been an important focus of the EU's environment and development policies, programmes and projects. The following are perhaps the most important examples.

3.1. Kimberley Process²⁰

The Kimberley Process is a unique initiative by government authorities, the international diamond industry and NGOs to stem the flow of 'conflict diamonds' – rough diamonds which are used by rebel movements to finance wars against legitimate governments, and which have contributed to fuelling devastating conflicts in a number of countries in Africa. The Kimberley Process began in May 2000 in Kimberley (South Africa) as an informal attempt by interested governments, NGOs and industry groups to come up with a practical way of ensuring that illicit diamonds cannot enter the legitimate diamond trade – and thus provide consumers with the confidence that the diamonds they buy are not tainted by having contributed to violent conflict and human rights abuses in their countries of origin.

The Kimberley Process certification scheme (KPCS) has been in operation since January 2003, and now has some 50 participants, including all major diamond producing, trading and processing countries. The European Community (EC), representing the EU as a whole, is a Participant in the KPCS. Within the EC, the KPCS is implemented by a Council Regulation²¹, adopted on 20 December 2002.

3.2. EU Water Initiative (EUWI)²²

There is evidence of an emerging global water crisis that threatens lives, sustainable development and even peace and security. Population growth coupled with rapid urbanisation, changing lifestyles and economic development has led to increasing pressure on water resources everywhere and especially in developing countries.

Today over 1 billion people lack access to safe drinking water, over 2.4 billion people do not have adequate sanitation, and 2.2 million people in developing countries, most of them children, die every year from diseases associated with lack of access to safe water, inadequate sanitation and poor hygiene, namely preventable diseases.

EU member states are among the most important donors in the water-development sector and can draw on a wealth of experience in international development cooperation and water management.

²⁰ Source: http://ec.europa.eu/comm/external_relations/kimb/intro/index.htm

See also: Assessment by the KP Working Group on Monitoring of the impact and effectiveness of the KPCS (submission for the three-year review of the KPCS) at: http://ec.europa.eu/comm/external_relations/kimb/docs/review_150206.pdf

²¹ COUNCIL REGULATION (EC) No 2368/2002 of 20 December 2002 implementing the Kimberley Process certification scheme for the international trade in rough diamonds: http://www.europa.eu.int/eur-lex/pri/en/oj/dat/2002/l_358/l_35820021231en00280048.pdf
Additional amending Council and Commission Regulations are listed at: http://ec.europa.eu/comm/external_relations/kimb/intro/legis.htm

²² Source: <http://www.euwi.net/>

Against this background the EU Water Initiative (EUWI) was launched at the Johannesburg Summit in 2002. The EU Council resolution of 30 May 2002, which has endorsed the EU Water Initiative and its focus on poverty reduction, also highlights the importance of Integrated Water Resources Management (IWRM), emphasises the need to balance human water needs and those of the environment and refers to the EU experience in river basin management.

The EUWI is conceived as a catalyst and a foundation on which future action can be built to contribute to meeting the water and sanitation Millennium Development Goals (MDGs).

3.3 EU Action Plan for Forest Law Enforcement, Governance and Trade (FLEGT):²³

To build on a commitment taken at the 2002 World Summit on Sustainable Development, in May 2003 the Commission published an **EU Action Plan for Forest Law Enforcement, Governance and Trade (FLEGT)**²⁴. Council Conclusions²⁵ were adopted in October 2003, and the **European Parliament motion on the FLEGT**²⁶ action plan was adopted in February 2004.

Illegal logging is responsible for vast environmental damage in developing countries, and impoverishes rural communities which depend on forest products for a living. Illegal logging costs governments in developing countries of an estimated €10-15bn every year in lost revenue. It is also closely associated with corruption, and serves to fuel the cycle of bribery and graft which does so much to curtail growth and prosperity in the developing world.

The Action Plan sets out a new and innovative approach to tackling illegal logging, which links the push for good governance in developing countries with the legal instruments and leverage offered by the EU's own internal market.

3.4. EU Energy Initiative for Poverty Eradication and Sustainable Development²⁷

Access to modern and affordable energy services is a prerequisite for achieving the Millennium Development Goals, in particular for poverty eradication. The **EU Energy Initiative for Poverty Eradication and Sustainable Development (EUEI)** was launched at the 2002 World Summit for Sustainable Development in Johannesburg as a joint

²³ Source: http://ec.europa.eu/comm/development/body/theme/forest/initiative/index_en.htm

²⁴ Communication from the Commission to the Council and the European Parliament -- Forest Law Enforcement, Governance and Trade (FLEGT) Proposal for an EU Action Plan: COM (2003) 251 final: http://ec.europa.eu/comm/development/body/theme/forest/initiative/docs/Doc1-FLEGT_en.pdf#zoom=100

²⁵ COUNCIL CONCLUSIONS -- Forest Law Enforcement, Governance and Trade (FLEGT) (2003/C 268/01): http://europa.eu.int/comm/development/body/theme/forest/initiative/docs/Doc2-council_proceedings_0310.pdf#zoom=100

See also: COUNCIL REGULATION (EC) No 2173/2005 of 20 December 2005 on the establishment of a FLEGT licensing scheme for imports of timber into the European Community: http://europa.eu.int/eur-lex/lex/LexUriServ/site/en/oj/2005/l_347/l_34720051230en00010006.pdf

²⁶ http://ec.europa.eu/comm/development/body/theme/forest/initiative/docs/Doc7-EP_motion.pdf#zoom=100

²⁷ Source: http://europa.eu.int/comm/development/body/theme/energy/initiative/index_en.htm

commitment by the EU Member States and the Commission to give priority to the important role of energy in poverty alleviation, and is a catalyst for action.

The Initiative will raise *political awareness* among high level decision makers, encourage the *coherence and synergy* of energy-related activities and attract *new resources* (capital, technology, human resources) from the private sector, financial institutions, civil society and end-users. The Initiative is a framework for policy dialogue with Developing Countries and other partners, and also for specific actions and partnerships, supported by the Commission and Member States, and developed in close collaboration with Developing Countries.

Through the Initiative, the EU proposes to work with developing countries towards creating the necessary conditions in the energy sector to achieve their national economic, social and environmental objectives, in particular by maximising energy efficiency, including more efficient use of fossil fuels and traditional biomass, and increasing the use of renewable energy.

3.5. Global Monitoring for Environment and Security (GMES) ²⁸

Global Monitoring for Environment and Security (GMES) is a European initiative for the implementation of information services dealing with environment and security.

After the launch of the GMES concept back in 1998 and building on the outcome of an initial exploratory period (2001-2003), the European Commission has outlined an action plan²⁹ for the period up to 2008, aiming at the delivery of operational user-oriented GMES services by that date. GMES will be based on observation data received from Earth Observation satellites and ground based information.

The GMES initiative is to enable decision makers in Europe to acquire the capacity for global as well as regional monitoring so as to effectively realise the EU's objectives in a wide variety of policy areas. At a time when command of information has geo-strategic implications, investments have been and continue to be made at various levels, without co-ordination, to develop monitoring technologies and data systems. GMES aims at co-ordinating existing as well as new technologies and systems to better meet a structured demand for information on the part of European, national, regional and local decision-makers and users. GMES addresses the (potentially common) needs of public authorities in various policy areas, as, for example, in the case of information on land cover, which will contribute to prediction and management of floods, forest fires and crop yields, as well as monitoring of carbon sinks and sources in the framework of the Kyoto protocol. The implementation plan outlines the necessary steps towards priority services during the period 2004 to 2008.

3.6. Environmental Mainstreaming in EC Development Cooperation

The programme phase of EC development cooperation is crucial for environmental integration because key decisions concerning the overall co-operation process are made that can be difficult to adjust in later phases. The main environmental integration tool during programming is the **Country Environmental Profile (CEP)**.

The CEP is a report that includes the analysis of the country's environmental situation, current policies, institutional capacities and environmental co-operation experience with clear recommendations for the integration of the environment during preparation of the **Country Strategy Paper (CSP)** for a beneficiary country.

²⁸ Source: <http://www.gmes.info/>

²⁹ See: <http://www.gmes.info/library/files/Reference%20Documents/COM-2004-065.pdf>

A “tool box” with detailed guidelines on preparing Country Environmental Profiles (CEPs) and Regional Environmental Profiles (REPs) and other support resources, including links to official documents and institutions of the EU and to a variety of information on the relationship between environment and development are provided for EC staff on the **Environmental Mainstreaming in EC Development Cooperation Support and Resource Portal** at <http://www.environment-integration.org/EN/index.php>

3.7. EU Green Diplomacy Network – Integrating Environment into Foreign Policy³⁰

The EU **Green Diplomacy Network** (GDN) was launched in 2003 to promote the integration of environment into external relations through an informal network of environmental experts within foreign ministries.

The network consists of officials dealing with international environment and sustainable development issues in the Ministries of Foreign Affairs and their diplomatic missions. The network focuses on environmental topics that have significant relevance to the EU’s external relations, such as climate change, biodiversity, land degradation and renewable energy.

The website of the GDN includes links to relevant Member State websites as well as to relevant EU policy documents, EC websites and UN websites dealing with the following themes:

- Climate Change
- Biodiversity
- Desertification
- Cooperation with third countries
- Sustainable Development
- Forests
- Water
- Energy
- Waste Management
- Fisheries and Marine Resources

The functions of the network can be summarised as follows:

- To promote the use of the EU’s extensive diplomatic resources (diplomatic missions, Delegations, development cooperation offices) in support of environmental objectives, orchestrating campaigns and demarches. This is intended to bring the EU messages to third parties all over the world, and also to gather partners’ views
- To exchange views and share experiences on how Member States (in particular Foreign Ministries) are integrating environmental concerns into their diplomatic efforts.

The GDN is a flexible, informal and innovative tool that works towards a better integration of the EU policies, and of two aspects (environment and development), that are closely interlinked and have no proper forum to be discussed.

³⁰ See: http://ec.europa.eu/comm/external_relations/env/gdn/index.htm

The integration of environmental and sustainable development concerns into foreign policy, which is the first objective of the GDN, has especially seen progress in the new EU Member States, who are learning from the exchange inside the GDN.

4. European Parliament – The 1999 Call for a Common Strategy

In January 1999, the European Parliament adopted a **Report and Resolution on Environment, Security and Foreign Affairs**³¹ The Theorin Report and Resolution focus especially on the impact of the military and war on the environment with respect to, for example, nuclear weapons testing and nuclear proliferation, chemical weapons, landmines, non-lethal weapons, etc. as well as the potential use of military resources to assist civilian endeavours to protect the environment.

However, the first operational paragraph of the Resolution has an even broader scope. Here the Parliament called upon the Commission to “present to the Council and Parliament a common strategy, as foreseen by the Amsterdam Treaty, which brings together the CFSP aspects of EU policy with its trade, aid, development and international environmental policies between 2000 and 2010 so as to tackle the following individual issues and the relationships between them:

- a) agricultural and food production and environmental degradation;
- b) water shortages and transfrontier water supply;
- c) deforestation and restoring carbon sinks;
- d) unemployment, underemployment and absolute poverty;
- e) sustainable development and climate change;
- f) deforestation, desertification and population growth;
- g) the link between all of the above and global warming and the humanitarian and environmental impact of increasingly extreme weather events.”

While there are references in EU foreign and security policies to linkages with environment and development concerns and there are important programmes and practices linking environment and development and even security in the overseas activities of the Commission – notably with respect to diamonds, water, forests and energy, as outlined above – to date, the Commission has not yet presented a proposal for a common strategy integrating the CFSP with the environment and development as called for by the Parliament in 1999.

Since 1999, the EP also has taken further action regarding a number of specific situations where linkages exists between, for example, the management and exploitation of natural resources and conflict.

5. EC Study on Inter-linkages between Natural Resources Management and Conflict

Most recently, the European Commission has begun to carry out a study “addressing the inter-linkages between natural resources management and conflict in the European Commission’s external relations”. The results of the study are expected in early 2007.

The overall objective of the project is to enable the European Commission to formulate informed policy responses for a more coherent and comprehensive external relations approach to potential conflict threats arising from particular patterns of natural resource

³¹ The report and resolution are available at:
<http://www.envirosecurity.org/ges/TheorinReport14Jan1999.pdf> and
<http://www.envirosecurity.org/ges/TheorinResolution28Jan1999.pdf>

management. The study will therefore provide clear recommendations on how existing and future policies should better address the links between natural resource management and conflict.

More particularly, the project is intended to

- **promote a better understanding** of the inter-linkages between natural resources management and conflict;
- **increase the transparency and coherence** of relevant COM action, by assessing how these inter-linkages are currently integrated and/or could be better mainstreamed in COM policies;
- **contribute to a more comprehensive Commission response strategy** by pinpointing areas that may not yet have received adequate attention;
- **propose specific means to enhance the visibility and external credibility** of relevant COM activities;
- **identify the unexplored potentials of existing external partnerships and examine the scope for future external synergies.**

The following background note by Commission officials outlining the need for their study provides a fitting concluding summary for this profile:

“The protection of the environment, the prudent use and good management of natural resources are not only free-standing values to be promoted. There can often be a strong cause-effect relationship between the use and management of natural resources and the socio-economic and even the political, including security, situation of a country or region. The degradation of natural resources which can be exacerbated by their unsustainable use, their scarcity, or, on the contrary, abundance and the resulting competition over their control are among the most well-known linkages. The possible effects of climate change on ecosystems, livelihoods and economic development are also worth increased attention when looking at the situation of natural resources from a potential conflict perspective. The dynamics of conflict leading to further environmental degradation should not be overlooked either. This can result directly from military activities or be the consequence of, for example, large refugee influxes and their ecological impacts or the imprudent use of natural resources for reconstruction purposes, etc. On the contrary, common management of shared resource can help building mutual confidence and peaceful relationship.

Valuable commodities (e.g. diamonds, oil, timber) have on many occasions led to or contributed to armed conflict, both by providing funding for armed groups and by exacerbating competition for control over territories with deposits of such commodities. Transparency and accountability in the management of valuable commodities in unstable countries are a crucial challenge, given the need to prevent armed groups from gaining control over their production or trade. Initiatives such as the multilateral Kimberley Process Certification Scheme (for rough diamonds) or the EU's Forest Law Enforcement, Governance and Trade (FLEGT) have begun to tackle this issue by seeking to make international trade in the commodities in question conditional on effective internal controls in producer countries. These may be useful models for attempts to cover other potential conflict commodities.

Moreover, good governance of resources is a key issue, as the extraction and sales are both strongly exposed to corruption. Therefore, legislative development, including that of anti-corruption strategies and institutional capacity building are vital for better management. The competing interests of local communities depending on the livelihood provided by forests, for example, and those of companies, operating with or without state concessions – as well as adverse environmental impacts from resource extraction - may

also imply a potential for conflict. Finally, the distribution of wealth deriving from the sales of high value resources also affects the dynamics of conflict. For the above reasons, the involvement of all main stakeholders, local communities, the private sector, the international players, both donors and investors, is required when addressing the issue of better governance.

In the case of land and water, the issues of quality and availability are crucial. The underlying causes of limited or declining supply can be highly diverse: actual scarcity, unfair distribution, unclear access or tenure rights, institutional and infrastructural shortcomings, increasing demands linked to demographic pressures, etc. The availability of resources for the poor, in both rural and urban settings requires specific attention and the gender perspective is in many instances also relevant. A response strategy for conflict prevention would need to address both local and regional contexts, with similar sets of actions. These typically include the institutionalization of decision-making procedures, the strengthening of a wide-ranging participatory approach, with emphasis on the representation of vulnerable groups and the empowerment of local stakeholders, the promotion of dialogue and information exchange, etc.

The European Commission has been involved in many initiatives aiming directly or indirectly at halting or preventing negative trends in the area of natural resource management that have the potential to lead to conflict. The COM's involvement is diversified and accordingly led by various services. It ranges from environmental policies and initiatives through diplomatic channels to development cooperation, trade measures, research activities, etc.”

Institute for Environmental Security, The Hague

III-C. Profile of NATO

Version 1 – 20 October 2006



*Prepared by Ronald A. Kingham
with the assistance of Johannah Bernstein*

1. Overview

NATO¹, and in particular its Committee on the Challenges of Modern Society (CCMS)², has been engaged in work on environment and security for several years.

Together with the Science Committee³, the CCMS has been playing an important role in raising the profile of the environment and security agenda within NATO.

Most recently, the Science Committee and the Committee the CCMS have together agreed to restructure.⁴ “Science for Peace and Security” (SPS) is both the name of the new, single Committee and of the new Programme, resulting from the emergence of common priorities for the NATO Programme for Security through Science and the activities of the CCMS and following the rapidly changing global security environment.

The North Atlantic Council approved on 28 June the Terms of Reference for the new Committee, which will be the primary NATO committee supporting practical cooperation in civil science and innovation.

The SPS Committee will operate under a Work Programme, which will define the content of its activities, in line with NATO’s Strategic Objectives and guidance given by the NATO Council. It will focus on security, environmental sustainability and Partner and Mediterranean Dialogue priorities. The SPS Programme will enable NATO to demonstrate visible support for practical, concrete projects with tangible output.

The restructuring will indeed maximise the synergy between the Science Committee and the CCMS, as well as with other bodies. It will produce a simplified, more effective and fully integrated organisation.

The new SPS Committee will hold its first meeting on 20 October 2006 at NATO Headquarters.

2. NATO’s Committee on the Challenges of Modern Society (CCMS)⁵

The CCMS, which was established in 1969, has been a unique forum for co-operation on issues of inter alia transboundary environmental protection and environmental problems in general. The aim of the (CCMS) has been to address issues such as non-traditional threats to security, new and emerging risks that could cause economic, social and political instability, and conflict prevention in relation to resource-scarcity, among others.

¹ The main website for NATO is at: <http://www.nato.int/>

² The website for NATO/CCMS is at: <http://www.nato.int/ccms/index.html>

³ The Security for Science Programme site is at: <http://www.nato.int/science/index.html>

⁴ See: <http://www.nato.int/science/news/2006/n060711a.htm>

⁵ See: <http://www.nato.int/ccms/index.html>

Increasingly concerned with non-traditional threats to security, including the consequences of environmental change, the pilot study on “Environment & Security in an International Context” was launched in 1995, with the final report appearing in March 1999. The study, co-chaired by Germany and the United States, elaborated conclusions and recommendations to integrate environmental considerations in security deliberations and to integrate security considerations in national and international environmental policies and instruments.

Even before the 1999 report was released, NATO/CCMS was carrying out a number of other specialised studies such as in the 1995-1998 Pilot Project on Cross-Border Environmental Problems emanating from Defence-Related Installations and Activities.

And since then, as well, the CCMS has been involved in a wide range of studies and projects related to environmental security.⁶

Previous Studies included:

- Assessment of Natural Hazards
- Design of the Caspian Basin Observing System
- Effective Risk Response Strategies
- Environmental Decision-Making in Central Asia
- Environmental Education in the Armed Forces
- Improvement of Weather Forecasts
- Security of Narrow Waterways

Some of the topics dealt with more recently include:

- Advanced Cancer Risk Assessment
- Air Pollution Modelling and its application
- Clean Products and Processes
- Ecosystem Modelling of Coastal Lagoons
- Eco-terrorism
- Environmental Management Systems in the Military Sector
- Food Chain Security
- Integrated Water Management
- Landscape Science For Environmental Assessment
- Management of Industrial and Toxic Wastes
- Prevention and Remediation Issues
- Risk Assessment of Chernobyl Accident
- Sustainable Building for Military Infrastructure

In 2006, NATO/CCSM has been involved in the development and implementation of a regional activity plan for prevention and elimination of environmental consequences of oil product spills as well as work on desertification in the Mediterranean region and other issues.

⁶ A complete catalogue of publication by the CCMS is available at:
<http://www.nato.int/ccms/publi.htm>

3. NATO's Science Committee

Established in 1957, the Science Committee has increased its focus on environmental security in recent years. Specific projects have included the reclamation of contaminated military sites, regional environmental problems and natural and man made disasters. Work has also been undertaken in the development of low cost technologies, which address important environmental problems.

4. Security through Science Programme

A more recent initiative of NATO has been the Security through Science Programme, an offshoot of the overall NATO Science Committee.

The aim of the Security through Science Programme is to contribute to security, stability and solidarity among nations, by applying science to problem solving. Collaboration, networking and capacity-building are means used to accomplish this end. A further aim is to catalyse democratic reform and support economic development in NATO's Partner countries in transition.

Civil science has proved to be a highly effective vehicle for international dialogue, due to its universality and its ability to create new international networks. The talent garnered in these scientific networks can be applied to the emerging threats to the Alliance. Science is both a means of finding answers to critical questions and a way of connecting nations.

Grants are directly provided by NATO to sponsor collaborative efforts between scientists of states within the Euro-Atlantic Partnership Council states and the Mediterranean Dialogue states. Project support is targeted at such challenges as defence against terrorism and countering other threats to security. Activities directed towards the defence against terrorism include environmentally related threats such as eco-terrorism and the rapid detection of chemical, biological, radiological, or nuclear waste. Projects directed towards countering other threats to security sector address overall environmental security concerns, including desertification, land erosion, and pollution as well as water resources and waste management and sustainable development.

5. NATO's Partnership for Peace Programme

The NATO Partnership for Peace Programme is a recent NATO initiative developed to promote the stability and address threats to peace between NATO Member States. Partnership programmes will be developed with individual member states in accordance with country specific needs and goals.

6. NATO Disaster Response

The Euro-Atlantic Disaster Response Coordination Center is NATO's primary disaster relief unit. The EADRCC was created in 1998 and has provided assistance to countries such as Romania, Georgia and Bulgaria in face of massive flooding disasters, as well as to Portugal to deal with massive forest fires and to the US following the devastation of hurricane Katrina.

7. NATO cooperation with ENVSEC

NATO became an associate member of the Environment & Security Initiative (ENVSEC) in 2004, through its Public Diplomacy Division. The NATO Science Committee provides

financial support for the ENVSEC Initiative through its Security through Science Programme.

NATO support has enabled the ENVSEC Initiative to extend the scope of its coverage to Eastern Europe (Belarus, Moldova and Ukraine). As well, NATO consults with the OSCE, UNEP and UNDP to ensure that Science for Peace projects conform with ENVSEC criteria (i.e. impact on security; integration of environment and security; focus on vulnerable regions, etc). NATO projects that meet all criteria are included into the ENVSEC Initiative. Currently, there are 16 Science for Peace included under the ENVSEC Initiative.⁷

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⁷ For a complete list of all ENVSEC projects go to: <http://www.envsec.org/projects.php#46>

III-D. Profile of OECD

Version 1 – 15 July 2006



*Prepared by Ronald A. Kingham
with the assistance of Johannah Bernstein*

1. Overview

The **Organisation for Economic Cooperation and Development (OECD)** is an influential multilateral body that addresses economic and governance cooperation among 30 member countries. OECD members are among the richest countries in the world. It has currently 30 members including most of the European states, in addition to Australia, Canada, Japan, Korea, Mexico, New Zealand and the USA.

OECD undertakes research and produces instruments that would help in fostering cooperation among the 30 member states and between its members and other states. The organisation's work in the area of environment and security attempts to help governments develop policies in this area and to better understand the complexities and linkages between environment and security.

2. DAC Network on Conflict, Peace and Development Co-operation (CPDC)

The DAC Network on Conflict, Peace and Development Co-operation (CPDC)¹ is the international forum that brings together conflict prevention and peace-building experts from donor governments, the UN system, European Commission, IMF and World Bank. These experts meet to define and develop common approaches in support of peace. The CPDC is a subsidiary group of the OECD Development Assistance Committee (DAC).²

The CPDC's objective is to continue to increase and improve efforts to help prevent violent conflict and build sustainable peace. Drawing on operational and policy-oriented experience, and working alongside with the DAC Fragile States Group³ and the DAC Network on Governance,⁴ the CPDC develops and promotes good practice on helping to prevent and respond to the outbreak and recurrence of conflict. In support of this goal, the CPDC Network is producing a "Manual of Issues and Entry Points" containing concise and accessible Issues Briefs on a range of conflict, peace and development topics.⁵

¹ The main page of the OECD DAC CPDC on Environment, conflict and peace at http://www.oecd.org/document/44/0,2340,en_2649_34567_35527980_1_1_1_1,00.html includes issues briefs with an overview of the links between the environment, conflict and peace and specific briefs on land, water, valuable minerals and forests as well as a number of documents that have been published by CPDC participant countries and international organizations. See also: The DAC Network on Conflict, Peace and Development Co-operation (CPDC) at: www.oecd.org/dac/conflict

² http://www.oecd.org/department/0,2688,en_2649_33721_1_1_1_1_1,00.html

³ http://www.oecd.org/document/32/0,2340,en_2649_33693550_35234336_1_1_1_1,00.html

⁴ http://www.oecd.org/department/0,2688,en_2649_34565_1_1_1_1_1,00.html

⁵ The complete 140 page manual is available at:

<http://www.oecd.org/dataoecd/26/3/35785584.pdf>

See also: "Issues briefs on preventing conflict and building peace" at:

http://www.oecd.org/document/53/0,2340,en_2649_34567_34538357_1_1_1_1,00.html

3. The DAC Conflict Prevention Guidelines

The DAC Guidelines "[Helping Prevent Violent Conflict](#)" address the importance of conflict prevention as an integral part of poverty reduction efforts. The publication contains the 1997 conflict prevention guidelines and the 2001 supplement to that work. Together they explore ways for donor governments to honour their commitment to help prevent conflict and promote peace.⁶

The Guidelines cover key issues including:

- Integrating a conflict prevention "lens"
- Security and development
- Supporting regional co-operation and consultation
- Peace processes, justice and reconciliation
- Engaging in partnerships for peace
- Working with business
- Countering negative economic forces, where powerful groups acquire a vested interest in sparking or perpetuating violent conflict.

4. Security Sector Reform

At the DAC High Level Meeting in April 2004 Ministers and Agency Heads endorsed a policy statement and paper entitled "[Security System Reform and Governance: Policy and Good Practice](#)". The 2004 DAC publication follows on from work conducted by the CPDC's precursor, the DAC Informal Task Force on Conflict, Peace and Development Co-operation, "Security Issues and Development Cooperation: A Framework for Enhancing Policy Coherence", published in 2001.⁷

The 2004 publication on Security Sector Reform (SSR) highlights the changes that are taking place in the way that donors think about security and offers and sets out concrete examples to help guide donors who engage in SSR. The paper emphasises that whole-of-government approaches to Security System Reform should be the goal both in donor and developing countries. The importance of SSR, and its key concepts, must be understood throughout the foreign affairs, development and the defence establishments so that comprehensive reform is promoted by their officials at all levels.

5. CPDC work on Environment and Conflict

Addressing the links between the environment, conflict and peace is highlighted as an area of collaboration between the DAC ENVIRONET⁸ and the CPDC, and is moreover one of the priorities of the CPDC work programme 2005-2006.

⁶ "Helping Prevent Conflict" is available at:

<http://www.oecd.org/dataoecd/57/55/33920283.htm>

⁷ The 141 page SSR document is available at:

<http://www.oecd.org/dataoecd/8/39/31785288.pdf>

See also "Conflict Prevention and Development Co-operation Papers - The Influence of Aid in Situations of Violent Conflict Security Issues and Development Co-operation: A Conceptual Framework for Enhancing Policy Coherence", Off-print of the DAC Journal 2001, Volume 2, No. 3, 72 pages at: <http://www.oecd.org/dataoecd/31/24/1843044.pdf>

⁸ ENVIRONET's mandate is to contribute to the formulation of coherent approaches to sustainable development in the context of the OECD cross-sectoral approach to sustainable development. It formulates specific guidance for development co-operation efforts in support of environment and sustainable development. The Network also provides its members with a policy forum for sharing experience and disseminating good practice with regard to the integration of environmental concerns in development cooperation.

This work focuses on the link between the environment, conflict and peace and the relevance of these issues to development programming.

The intended audiences of the output from this work are both conflict prevention policy professionals and environmental professionals.

The outputs are intended to help **conflict prevention policy professionals** to address the natural resource-related factors that cause, trigger or fuel conflict. This should mainly occur by identifying the entry points through which tools and approaches related to the environment can be used to strengthen conflict prevention and peace-building programming.

The aim is also to help **environmental professionals** within development agencies engage positively with the conflict prevention and peace-building agenda.

In order to move the CPDC work on Environment and Conflict ahead, a workshop was hosted by Sida in Stockholm on 16 February 2005 on 'Managing the environment to prevent conflict and build peace'. The workshop was attended by representatives of the CPDC and ENVIRONET Members, UN agencies, several international and non-governmental institutions and the CPDC and ENVIRONET secretariats.

The aim of the Workshop was to look at what practical steps can be taken by development actors to help improve the way that they identify and respond to critical issues linking the environment, conflict and peace and strengthen environmental management approaches to prevent conflict and build peace.

Discussions at the workshop centred around three key issues:

- Where can donors set priorities when addressing the links between environment, conflict and peace?
- How to integrate environment-and-conflict-links in programme methodologies?
- Which operational implications may one draw from the current state of knowledge on environment and conflict?

The CPDC commissioned the International Institute for Sustainable Development (IISD) to conduct research into the links between environmental issues, conflict and peace.⁹

Drawing on that research and the discussion during the workshop, the CPDC produced the very useful issues brief on called "**Overview of Links between the Environment, Conflict and Peace**". The document notes that "the way that we access and use natural resources can cause, trigger or drive violent conflict within states and across sub-regions. But the natural environment can also provide a constructive avenue for conflict prevention and peace-building."

The issues brief is available at: <http://www.oecd.org/dataoecd/26/49/35785489.pdf>

⁹ See also the IISD's web pages on Environment and Security at:

<http://www.iisd.org/security/es/>

The site includes a link to "State-of-the-Art Review on Environment, Security and Development Co-operation, a concise review (114 pages) on the links between natural resources and conflict, written in 1999 for the Working Party on Development Co-operation and Environment OECD Development Assistance Committee:

http://www.iisd.org/pdf/2002/envsec_oecd_review.pdf

6. Emerging Issues and Crisis Countries

The Fragile States Group (www.oecd.org/dac/fragilestates) is a unique forum that brings together experts on governance, conflict prevention and reconstruction from bilateral and multilateral development co-operation agencies to facilitate co-ordination and share good practice to enhance development effectiveness in 'fragile states'.¹⁰

While there are few specific references to the relationship between environment and security in the documents of this part of the work of the OECD, the need to address environmental concerns along with development and security issues in these countries cannot be ignored.

According to the web page of the Fragile States Group:

"Sustained development in fragile states will save lives, reduce violent conflict and the appeal of radicalism, and bolster the ability of states to deal with threats before they cause real harm. It is particularly essential to the achievement of the Millennium Development Goals, as, while estimated to make up about one seventh of the world's population, people who live in fragile states constitute:

- one third of those living on less than \$1/day
- half of all children dying before the age of five
- over one third of maternal deaths
- one third those without drinking water
- over one third of people suffering from HIV/AIDS - proportionally four times higher than elsewhere in the developing world.

In addition, the human and financial costs of state fragility are not limited by national boundaries. Research indicates that fragile states have an estimated negative impact of 1.6% on economic growth for neighbours, and, where instability and violent conflict occurs, this can often spill across regions. State failure can also have global ramifications on security and prosperity."

Elsewhere the OECD quotes the UN Secretary General's remarks in March 2005 when he said "*Prevention, in particular, must be central to all our efforts, from combating poverty and promoting sustainable development*".

The CPDC adds that "Unless the factors that cause or fuel conflict and instability are more effectively addressed, there is little prospect of reducing poverty, sustaining development and achieving the Millennium Development Goals. Violent conflict leads to widespread human suffering, civilian casualties, and population displacement. Moreover, instability and conflict have highly adverse effects on production, investment, infrastructure, the environment and, therefore, livelihoods, both within countries and across sub-regions."

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¹⁰ For information about the OECD's Fragile States Group, see: http://www.oecd.org/document/32/0,2340,en_2649_33693550_35234336_1_1_1_1,00.html and http://www.oecd.org/department/0,2688,en_2649_33693550_1_1_1_1_1,00.html

III-E. Profile of OSCE

Version 1.1 – 18 October 2006



*Prepared by Ronald A. Kingham
with the assistance of Johannah Bernstein*

1. Overview

The **Organization for Security and Co-operation in Europe (OSCE)** is the world's largest regional security organisation, fostering comprehensive and co-operative security among 56 States from Vancouver to Vladivostok.

As part of its comprehensive approach to security, the OSCE is concerned with economic and environmental matters, recognizing that co-operation in these areas can contribute to peace, prosperity and stability.

The OSCE promotes a continuous dialogue through regular meetings of its permanent bodies in Vienna such as the Permanent Council, the Economic and Environmental Sub-Committee. Economic and Environmental Officers operate on the ground in the OSCE Field Presences in South-Eastern Europe, Eastern Europe, the South Caucasus and Central Asia.

Through its work, OSCE offers a forum for political negotiations and decision-making in the fields of early warning, conflict prevention, crisis management and post-conflict rehabilitation.

2. Environment and Security Activities

The OSCE aims at securing peace and stability by enhancing the sustainable use of natural resources, by fostering the sound management of hazardous waste and by promoting environmental awareness, participation in decision making and public access to information.

The OSCE's environmental initiatives raise the awareness of environmental risks and their impact on security. By enabling environmental co-operation, the OSCE helps to improve sustainable resource management. Its programmes for regional water management and strategies deal with pollution effects caused by toxic and radioactive waste.

In 2002, the OSCE joined forces with the United Nations Environment Programme (UNEP), the United Nations Development Programme (UNDP) and other UN agencies and NGOs to promote environmental management as a strategy for reducing insecurity in South-Eastern Europe and Central Asia.

Work related to the environment is the focus of Office of the Co-ordinator of OSCE Economic and Environmental Activities (OCEEA).¹

¹ See Secretariat – Office of the Co-ordinator of OSCE Economic and Environmental Activities at: <http://www.osce.org/eea/>

a. Promoting Environmental Awareness

Education and raising awareness are viewed as fundamental tools in changing patterns of social and economic behaviour as it affects the environment by integrating environmental concerns and the concept of sustainable development into people's conscience.

OSCE's Aarhus Activities ²

The OSCE has advocated the ratification and implementation of the Aarhus Convention by its participating States since 1999, organizing awareness raising campaigns, national and regional seminars and supporting the establishment, registration and operation of environmental NGOs.

By establishing Aarhus Centres in various OSCE participating countries, designed to provide a bridge between governments and civil society, OCEEA complements existing official establishments.

Education for Sustainable Development and Environment as a Tool for Cooperation and Peace Building

The OCEEA supports the development and implementation of the UNECE strategy for Education for Sustainable Development (ESD) and several activities related to environmental education implemented by OSCE field missions.

Together with the Regional Environmental Centre (REC), the OCEEA is adapting the Green Pack programme, ³ already successfully implemented by the REC in several Central European countries, to the conditions and needs in the CIS and the Balkans. The goal is to encourage children to become empowered citizens ready to act as drivers for sustainable development. Given the mandate of the OSCE, specific emphasis will be put on the environment as a tool for cooperation and peace building.

b. Hazardous Waste

Some parts of the OSCE region are heavily industrialised but lack adequate environmental safeguards, resulting in serious environmental degradation and impacting negatively on health.

Major industrial "hot spots" close to urban areas pose severe threats to health. Land degradation through over-use of pesticides and fertilizers, radio-active or chemical waste leads to loss of livelihoods and migration.

Direct legacies of previous conflicts such as land mines, and unexploded ordinances cause death, injuries and foreclosure of land. All these issues are among the many problems that the OCEEA deals with.

The OCEEA through the ENVSEC Initiative supports the Mission in Armenia to eliminate Rocket Fuel Components (Melange), by providing assistance to the initial stage of the project.

² For more information see: "Factsheet on the OSCE and the Aarhus Convention" at: http://www.osce.org/eea/item_11_15634.html and the Aarhus Clearinghouse for Environmental Democracy at: <http://aarhusclearinghouse.unece.org/>

³ See Green Pack: A Multi-media educational resource pack at <http://www.rec.org/REC/Programs/GreenPack/Default.html>

In the Ferghana valley, tackling the effective management of uranium industry waste and chemical hazards to prevent health and environmental detriment are the main priorities identified under the ENVSEC Initiative.⁴

Finally, in Kazakhstan, an information campaign on radiological safety in towns adjacent to the Semipalatinsk nuclear test site has been concluded.

c. Water and Security

Among environmental factors, water resources - including their scarcity, distribution and quality aspects - have been recognized as a potential factor that can lead to political pressures.

OSCE participating States concerned by the potential threats posed by unsustainable water uses, yet aware of the opportunities offered by water management for building confidence and fostering greater co-operation, decided to choose the sustainable use and the protection of the quality of water as topic of the Tenth OSCE Economic Forum held in May 2002.

Following the recommendations of the Economic Forum, the OCEEA developed a series of activities in the following river basins:⁵

Central Asia - Chu-Talas basin

Assisting Kyrgyzstan and Kazakhstan in setting up an interstate water commission on the Chu and Talas rivers

Southern Caucasus - Kura-Araks basin

Re-establishing regional water-monitoring systems and databases

Eastern Europe - Dniester river

Supporting regional co-operation on the management of the Dniester basin

South-Eastern Europe - Sava river

Developing a network of local actors on water resource management and supporting the establishment of a permanent Sava commission.

d. ENVSEC Initiative

The ENVSEC Initiative, a partnership between NATO, OSCE, UNDP and UNEP, is the primary vehicle through which the OSCE carries out its environmental security work. The OSCE engages in a wide range of activities related to early warning, conflict prevention, crisis management and post-conflict. Part of its comprehensive approach to security, the OSCE addresses the linkages between economic and environmental concerns and the linkages necessary to ensure peace, prosperity and stability. Relevant OSCE activities include: promoting the sustainable use of natural resources: fostering the sound

⁴ The legacy left by twenty years of intensive uranium mining near Mailuu-Suu in Kyrgyzstan threatens to become an ecological disaster in Central Asia. The OSCE Centre in Bishkek is encouraging international co-operation in finding a solution. For more information, see "Finding a Solution for Uranium Waste in Kyrgyzstan" at: http://www.osce.org/eea/item_2_181.html

⁵ For more information on these river basin initiatives see: <http://www.osce.org/eea/13469.html>

management of hazardous waste; promoting environmental awareness, participation in decision making and public access to information.

OSCE leads on number of projects in the context of the ENVSEC Initiative in the regions of Central Asia, Caucasus and Eastern Europe.⁶

e. 2007 the Fifteenth Economic Forum

In 2007 the Fifteenth Economic Forum⁷ of the OSCE will be “Key challenges to ensure environmental security and sustainable development in the OSCE area: Land degradation, soil contamination and water management”. The forum will be held in Vienna from 22 to 23 January and in Prague from 21 to 23 May.

The 2007 OSCE Spanish Chairmanship⁸ indicated that the proposal of this theme is based on a number of factors, including:

- The increasing relevance of environmental factors in determining the security of both states and individuals and as vectors for international co-operation;
- The increasing attention paid to these issues on the international scene and therefore the opportunity to establish and strengthen useful partnerships with other actors;
- The need to follow-up and build on the results of previous Economic Fora dealing with issues linked to the proposed topic;
- The opportunity to harmonise the theme of the Economic Forum with the theme of the Review of Commitments as set out in the Maastricht Strategy (UNECE would be asked to present a review of commitments in the environmental field at the Economic Forum 2007; the UNECE would also work on a comprehensive report for the Ministerial Conference Environment for Europe 2007 to be held in Belgrade during the fall);
- The applicability of the theme to a large number of participating States, East and West of Vienna;
- The possibility to meaningfully engage the OSCE Partners for Co-operation and Mediterranean Partners for Co-operation.

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⁶ See: <http://www.osce.org/eea/13468.html>

⁷ See: http://www.osce.org/documents/pc/2006/07/19850_en.pdf

⁸ See: http://www.envirosecurity.org/ges/GFSPdocuments/002_Economic_Forum-1.pdf

III-F. Profile of UNDP

Version 1 – 15 July 2006

*Prepared by Ronald A. Kingham
with the assistance of Johannah Bernstein*



1. Overview

The **United Nations Development Programme (UNDP)** is the UN's global network, focused on helping countries build and share solutions to the challenges of globalisation and human development. A number of its activities relate to the linkages between sustainable development and peace and sometimes to environment, as well.

2. Prevention and Risk Reduction

UNDP works to prevent and reduce the risk of two types of crises: natural disasters and armed conflict. While the dynamics of disaster and conflict situations differ, there are approaches which are common to both. UNDP seeks to build national and local capacity through the development of tools and training of personnel. One aspect of this training is focused on convening and facilitation skills which enable stakeholders to solve problems through constructive dialogue. Overall, UNDP promotes the integration of prevention considerations into long-term development planning.

Conflict Prevention and Peace-building

UNDP promotes prevention and peace-building to reduce and avert conflict. Building skills among key stakeholders enables them to convene problem-solving discussions as an alternative to violence. Raising awareness of contentious issues for development planners and policymakers allows them to integrate prevention measures into the long-term development agenda. UNDP undertakes its prevention and peacebuilding activities in collaboration with UN Departments and agencies, including the UN Department of Political Affairs, the UN Department of Economic and Social Affairs, non-governmental organizations and academic institutions.

Enhanced collaborative efforts have also been developed via the UNDP **Bureau for Crisis Prevention and Recovery (BCPR)**¹ and through the combined work of CRISMART (Swedish National Defense College) and the Crisis Research Center (Leiden University).

The BCPR is one of nine major bureaus within UNDP. Consistent with UNDP's mission to promote sustainable human development, the focus is on the development dimension of crisis situations.

UNDP is also charged with addressing the obstacle to economic activity and long-term development presented by landmine contamination. The agency helps to develop removal strategies; supports national management systems; assists with the implementation of landmine-related legal obligations; provides training; raises citizen

¹ See Crisis Prevention and Recovery at:
http://www.undp.org/bcpr/we_do/prevention_risk.shtml

with links to UNDP's work related to Conflict Prevention and Peace-building, Natural Disaster Prevention and Risk Reduction, and Small Arms Control and the Reduction of Armed Violence

awareness of how to manage landmine risks; and advocates for the inclusion of mine action in national development plans.

Natural Disaster Prevention and Risk Reduction

UNDP has contributed to a large portfolio of natural disaster risk management programs spread over 60 countries. UNDP assists in identifying the causal factors of disasters, researching new risk patterns (such as those related to weather and climate change), supporting national disaster reduction strategies, and responding to sudden on-set crises such as earthquakes and mudslides.

In light of the link between natural disasters and poverty, UNDP has launched a series of initiatives, which include the development of regional early warning systems, most specifically targeted towards South Eastern Europe and Central Asia.

UNDP has also established the **Disaster Reduction Unit (DRU)**² focuses on disaster prevention and provides financial and technical support to UNDP country offices as they seek to integrate disaster reduction strategies into development planning and processes. The DRU also serves as a forum for discussion and exchange of strategy and capabilities between participating nations and between the developed and developing world. More than fifty countries are supported worldwide by this initiative.

3. Conflict Development Analysis

UNDP's **Conflict Development Analysis Programme (CDA)** provides assistance to UNDP country offices to enable them to address conflict prevention and related analysis into country development strategies, especially in conflict-prone countries. Support is also provided for collaborative peace building and conflict prevention initiatives.

4. Thematic Trust Fund for Crisis Prevention and Recovery

Since the establishment in 2000 of the Thematic Trust Fund for Crisis Prevention and Recovery (TTF) as a multilateral transition funding mechanism, a number of key achievements have been made - both within UNDP and within the international system more broadly. There is growing recognition that peace, security, and development are closely linked. The UN system is adjusting its inter-agency collaboration processes to ensure that recovery assistance is deployed hand in hand with immediate humanitarian relief. Comprehensive needs assessments have been conducted in a number of countries, jointly with the International Financial Institutions. Recent crises make a strong case for an even stronger, much faster, and far more comprehensive multilateral response capacity that would underpin national crisis prevention and recovery efforts with strategically targeted and better funded interventions.

5. ENVSEC Initiative

Also UNDP is part of the ENVSEC Initiative along with UNEP, OSCE and NATO. UNDP focuses on Central Asia and Eastern Europe where it leads the ENVSEC projects in establishing an early warning system and in strengthening national capacities in natural disaster risk management in Kyrgyzstan, Uzbekistan and Tajikistan. UNDP also leads on establishing a cross-border warning system in Macedonia, Bulgaria, Serbia and

² See UNDP Disaster Reduction Unit at <http://www.undp.org/bcpr/disred/> The Disaster Risk Index data base is particularly useful.

Montenegro, Albania. UNDP is working as well in building environmental cooperation and enhancing the natural resources management systems in these two regions as well as in the South Caucasus Triangle.

UNDP's Regional Bureau for Europe and the CIS (RBEC)³ serves 29 countries in Central and Eastern Europe and the former Soviet Union. Working under a mandate issued by the UN Secretary-General, RBEC, formerly the Directorate for Europe and the Commonwealth of Independent States, began the process of establishing offices and programmes in the region in 1992. With its headquarters in New York, RBEC's outfit comprises 22 country offices and its Regional Centre in Bratislava.⁴

6. Peacebuilding Portal

UNDP is a partner, with other UN agencies, the African Union and the Organisation of American States in the operation of the Peacebuilding Portal.⁵

The Peacebuilding Portal, offers a database designed to dynamically serve users who seek related information presented in an expedient and user friendly way. The database contains the peacebuilding initiatives undertaken by international organisations, non-governmental organisations, academic institutions, networks, taskforces, research institutions and others promoting conflict management and peace building.

Land / Environment is among the ten main themes covered in the portal's data base.

In fulfilment of the UN's commitment to integrate the land and environmental perspectives into its work and in the spirit of UN agency and family teamwork, the Portal, in partnership with Food and Agriculture Organization (FAO), International Fund for Agricultural Development (IFAD) and The United Nations Human Settlements Programme, (UN-HABITAT), offers information on NGOs working on land and environmental rights and peacebuilding.

The website is structured to fully incorporate data related to land and environment rights in conflict management and peacebuilding. It's hoped that this information will be useful to those in government, civil society, local, national, regional and international organizations in their efforts to support dialogue on the land and environmental theme within peacebuilding processes.

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³ The RBEC website is at: <http://europeandcis.undp.org/>? The site contains links to relevant activities on Crisis Prevention, Energy and Environment, Water Governance, etc.

⁴ For a complete list of ENVSEC Initiative projects go to: <http://www.envsec.org/projects.php>

⁵ See: <http://www.peacebuildingportal.org/>

III-G. Profile of UNEP

Version 1.1 – 18 October 2006

*Prepared by Ronald A. Kingham
with the assistance of Johannah Bernstein*



1. Overview

The **United Nations Environment Programme (UNEP)** has as its mission:

“To provide leadership and encourage partnership in caring for the environment by inspiring, informing, and enabling nations and peoples to improve their quality of life without compromising that of future generations.”

UNEP addresses the area of environment and security through a number of initiatives. These include:

- Environment and Security (ENVSEC) Initiative
- UNEP’s Division of Early Warning and Assessment
- UNEP’s Post-Conflict Assessment Unit

2. Environment and Security Initiative

The **Environment and Security (ENVSEC) Initiative**¹ was developed in 2003 to increase co-operation and security within and between communities by assessing and addressing the interdependency of natural environment and human security. ENVSEC is an initiative UNDP, UNEP, OSCE, NATO, UNECE and REC.

ENVSEC addresses environmental problems that pose security risks or which offer challenges or opportunities for cooperation in Central Asia, Eastern Europe, South Eastern Europe and the South Caucasus. The work is carried out through a multi-stakeholder approach and includes the following activities:

- Identification of environment and conflict hotspots through desk and field assessments and presentation of assessment results to key decision-makers;
- Support to societies to dealing with priority issues by raising awareness, building capacities and strengthening institutions;
- Support for concrete action and the development of specific solutions for the identified security-relevant environmental problems on the ground.

Today the ENVSEC portfolio includes over 40 projects and many of the projects are already under implementation. Recent initiatives include the following:

- Sub-regional conference "Reducing Environment and Security Risks from Mining in South Eastern Europe and the Tisza River Basin" in Cluj-Napoca, Romania 11-13 May 2005;
- Launch of an in-depth assessment report of environment and security risks in the Fergana valley in Central Asia. The focus is on risks stemming from industrial

¹ The ENVSEC website is at: <http://www.envsec.org/index.php>

pollution, uranium mining and abandoned waste sites, natural disasters as well as promoting sound water and land management in the river basin of upper Syr-Darya;

- the ENVSEC Southern Caucasus Regional meeting in Tbilisi on June 30 2005 brought together ENVSEC Partners, National Focal Points and various project implementers to agree on continuing in the region with regards to pollution and natural resource management;
- Desk assessment of the state of trans-boundary mountain ecosystems, main threats and current management practices in the region in South- Eastern Europe involving a team of biodiversity experts from the region;
- Publication and launch of two reports; "Mining for Closure – Policies, Practices and Guidelines for Sustainable Mining and the Closure of Mines";
- Desk assessment "Reducing Environment and Security Risks from Mining in South Eastern Europe"; as well as exploratory work and consultations for in depth assessments of selected mining "hot spots";
- Start of first-stage environment and security assessments in Eastern Europe (Belarus, Moldova and Ukraine) and possibly the Circumpolar Arctic.

See the chapter on the ENVSEC Initiative for more information and a complete list of projects.

3. UNEP's Division of Early Warning and Assessment

UNEP's **Division of Early Warning and Assessment (DEWA)**² focuses its efforts on improving access to meaningful environmental data and information as well as assisting the capacity of governments to use environmental information for decision-making and action planning for sustainable human development. Besides analysing state of the global environment and assessing global and regional environmental trends, DEWA also provides policy advice, early warning information on environmental threats, and works to catalyse and promote international cooperation and action based. The DEWA works in Europe, Africa, North and Latin America, Asia and the Pacific, West Asia, the Caribbean and the Polar Region. Its focal areas include air, water, biodiversity, land and mountains.

DEWA's focus on emerging environmental threats includes the following: (i) environmental degradation that increases the vulnerability of ecosystems; (ii) cumulative environmental threats where the accumulation of pollutants collectively increases the vulnerability of ecosystems; (ii) environmental threats that have not been perceived as such in the past, but new evidence has indicated that they must now be considered as potentially deleterious to ecosystems; and (iv) more speculative, long-term issues where scientific evidence may be inadequate at present, but where discussions and assessments have identified a possible environmental problem.

4. UNEP's Post-Conflict Branch

UNEP's **Post Conflict Branch (PCoB)**³ was established as a result of its work in the Balkans in 1999, which assessed the environmental consequences that resulted from the

² See: <http://www.unep.org/dewa/>

³ See: <http://postconflict.unep.ch/>

Kosovo conflict, in particular the "hotspots" from bombed, abandoned or mismanaged industrial sites, impacts to biodiversity from air strikes, environmental risks from depleted uranium, impacts from refugees, and institutional capacities for environmental management and protection. Since 2001, the PCoB has conducted environmental assessments in 13 post-conflict zones (including Afghanistan, the Occupied Palestinian Territories, and the Former Republic of Yugoslavia and Bosnia-Herzegovina).

The work seeks to address the environmental consequences and their related economic and social implications in post-conflict regions, in order to reduce environmental degradation, improve public health and impart as well sustainable development practices in the post-conflict restoration period.

PCoB's work can be described according to 6 "pillars":

1. Conducting environmental assessments
2. Building institutions for environmental governance
3. Strengthening environmental law and policy
4. Strengthening international and regional environmental cooperation
5. Supporting environmental information management
6. Integrating environmental considerations in reconstruction

Once requested by a post-conflict nation, PCoB's approach involves three phases:

- 1. Assessment phase (1 year)**
 - UNDG Needs Assessment
 - Rapid environmental impact assessments
 - Environmental governance assessments
- 2. Recovery phase (2-4 years)**
 - Provide environmental technical advice
 - Strengthen institutional capacity
 - Assist in policy development
 - Conduct coordination and advocacy
 - Implement risk reduction / clean-up projects
 - Environmental diplomacy
- 3. Handover phase (1 year)**
 - Transition to national management supported by UNEP Regional Office

Key features of PCoB assessments are:

- Rapid and strategic
- Build on lessons learned from previous work
- Use of national and international experts
- Integrated within UN humanitarian framework
- Distribution of all information collected
- Dynamic and readable reports – sustain interest
- Translation of final reports into local languages

The target audience of PCoB assessments are:

- Host government
- Donor community
- National NGOs
- Humanitarian and development communities

Current operations are underway in:

- Afghanistan
- Iraq
- Lebanon
- Liberia
- Occupied Palestinian Territories
- Somalia
- Sudan

The full reports of past operations and details of current operations are available on the website at: <http://postconflict.unep.ch/>

The Post-Conflict Branch's work is funded mainly by the European Commission and the Governments of Canada, Finland, Japan, Norway, Sweden, Switzerland, and the United Kingdom.

5. Training in Environmental Diplomacy

UNEP is a partner in the organization of a Training Course in Environmental Diplomacy. The first course is being held in Geneva from July to December 2006.

The objective of this joint UNEP/UNITAR/University of Geneva programme is to teach the skills necessary to participate in international negotiations in environment, sustainable development and related fields to present or future diplomats, negotiators, policy and decision makers in governments, regional intergovernmental bodies, local authorities, the private sector, NGOs, trade unions and UN bodies. Practical information about the Environmental Diplomacy Training Course and modalities for application are included in the brochure. The deadline for application is 31 May 2006.

Module 10 in the course deals with environment and security. This section covers analysis of the relationship between environmental security and peace, the security implications of environmental changes, environmental stress and conflict, and the need for micro- and meso-diplomacy in areas such as Central Asia and international river basins.

For more information concerning the course, contact:

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Institute for Environmental Security, The Hague

III-H. Profile of The World Bank

Version 1 – 15 July 2006

*Prepared by Nasser Yassin
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1. World Bank Environment Strategy

The Environment Strategy of the World Bank - *Making Sustainable Commitments: An Environment Strategy for the World Bank* – published in 2001 sets the Bank's vision, objectives and actions in tackling the environmental challenges in the Bank's client countries. The strategy also includes the methods that the World Bank should include to integrate environmental sustainability in its programs and projects. The strategy has three main pillars that touch upon the concept of environmental security:

- **Enhancing livelihoods** where 'the World Bank will help protect the long-term productivity and resilience of natural resources and ecosystems on which people's livelihoods depend'.
- **Reducing health risks** where the Bank 'will focus on cost-effective measures to reduce environmental health risks, including reducing people's exposure to indoor and urban air pollution, waterborne diseases, and toxic chemicals'.
- **Reducing vulnerability to natural hazards** where the Bank 'will aim to reduce vulnerability by helping to prevent and mitigate the impacts of natural disasters; supporting upland resource management and payments for environmental services; improving weather forecasting and the dissemination of weather-related information; managing land and coastal-zone resources'.

2. World Bank's Involvement in Water Security

Among the World Bank's involvement in the area of environmental security, the contribution and initiatives in the area of water security stand as a good example to expose. One recent initiative was the World Bank Water Week in 2005, which focused on *Water Security: Policies and Investments*. The primary objective was to challenge the preconception that all water problems can be solved with infrastructure. Discussion focused in large part, on how countries must develop their institutional environment and invest in infrastructure in parallel. Two topics discussed during that week were of particular importance. The first was the "Water Security and Linkages to Food Security" which examined linkages between water security and food security and considered how stronger understanding the correlation might contribute to the achievement of the poverty and hunger Millennium Development Goals (MDGs). The second topic covered "Water in Post-Conflict Situations" and addressed the post-conflict challenges to water supply and sanitation, especially the difficulty in mobilizing investment. Discussions considered approaches aimed at improving water security for societies emerging from conflict with a particular focus on innovative responses for addressing client needs by the donor community.

3. The 2006 World Bank Report "Water for Growth and Development"

In a recent discussion paper entitled *Water for Growth and Development*, which was prepared at the request of the Secretariat of the Fourth World Water Forum held in Mexico City in March 2006, the World Bank paper acknowledges that simply constructing

new water infrastructure projects is not enough. Rather, it is essential to manage and govern water resources in a way that balances water security, social and environmental protection. The discussion paper continues to argue that water security means access to reliable water supplies, good governance, and the possibility of managing acceptable risks from floods and other unpredictable weather events.

The *Water for Growth and Development* report identifies four approaches for ensuring that water management reduces poverty in the developing world:

- Broad-based river regulation and water storage schemes
- Water resource projects aimed restoring degraded water catchments areas in poor regions.
- Broad-based water service project aimed at improving the performance of water utilities.
- Water service initiatives aimed at providing water, sanitation and irrigation services to those without them.

4. World Bank Conflict Prevention and Post-Conflict Reconstruction

The World Bank is one of the most active IGOs in the areas of conflict prevention and post-conflict reconstruction and rehabilitation. Its operational policies such as the Operational Policy on Development Cooperation and Conflict (O.P. 2.30) enhance the World Bank's capacity to respond rapidly and flexibly, and apply its full potential to break cycles of conflict. Also the Bank's Operational Policy on Emergency Recovery Assistance (O.P. 8.50) guides its work and activities in conflict-affected areas.

5. Conflict Prevention and Reconstruction Unit

Several of the World Bank programmes and initiatives address the issues of conflict prevention and post-conflict reconstruction and rehabilitation. The **Conflict Prevention and Reconstruction Unit** is the main body that provides guidance on integrating conflict-related issues into World Bank activities. The Unit's activities include:

- conflict analysis aimed at optimizing policy and project design in conflict-affected countries,
- developing specific tools and strategies to contribute to development in those countries, and
- supporting research on the economic causes and consequences of conflict.

The Unit has developed a **Conflict Analysis Framework (CAF)** that would address the complexity of the links between conflict and development programming. The CAF is a grading system for assessing projects, which may negatively impact on countries that are conflict-prone. It is composed of six categories of variables covering factors that have shown to affect or be affected by conflict,

One of the recent tools the Unit has prepared was a guidance note on possible approaches to the Strategic Environmental Impact Assessment (SEAs) in conflict-affected countries prepared by the Netherlands Commission for Environmental Assessment to prepare.

Three pre-conditions were identified for ensuring the success of SEAs in conflict zones. First, there must be the possibility of mainstreaming environmental issues into a strategic decision that can be implemented. Second, all relevant stakeholders must be willing to participate in and trust the process. Third, involvement of key stakeholders must not put

them at risk, especially in post-conflict situations where peace and security institutions may not be fully developed.¹

6. Peace and Conflict Impact Assessment Handbook

Another important source of guidance for strategic conflict assessment is the 2005 “Peace and Conflict Impact Assessment Handbook” prepared by the Conflict Prevention and Post-conflict Reconstruction Network of multilateral and bilateral donor organisations.² The Handbook provides sets of tools for conducting peace and conflict impact assessments and for identifying and designing conflict-sensitive options and programmes. The Profile Tools aim to strengthen understanding of the context, undercurrents and components of a particular conflict situation. The Profile Tools use Political, Economic, Social/Cultural, Security, and Regional/International Lenses. The Impact Tools support the assessment of the possible political, socio-economic, security. The Decision Tools aim to help practitioners implement possible response strategies.

7. World Bank Post-Conflict Fund (PCF)

Established in 1997, the Post-Conflict Fund (PCF) of the World Bank enhances the Bank's ‘ability to support countries in transition from conflict to sustainable peace and economic growth’. The Fund provides grants to a wide range of partners (institutions, nongovernmental organizations, United Nations agencies, transitional authorities, governments, and other civil society institutions).

During the 2005 fiscal year, the Post-Conflict Fund (PCF) was engaged in 37 conflict-affected countries. Between the 1998 and 2005 fiscal years, the PCF has approved more than USD 70 million.³

8. The World Bank Research on Conflict

Two of the World Bank's research projects have tried to understand the causes of civil wars and processes and conditions in societies in post conflict transition. The seminal work on the Economics of Civil War, Crime and Violence (1998-2005) undertook an extensive analysis of the causes of civil war and generated a number of influential papers and publications in the field of civil conflict studies.⁴ The Current Post-Conflict

¹ Verheem Rob, et al. “Strategic Environmental Assessments: Capacity Building in Conflict-Affected Countries”. Report prepared by the Netherlands Commission for Environmental Assessment for the Conflict Prevention and Reconstruction United in the Social Development Department of the Environmentally and Socially Sustainable Development Network of the World Bank. 2005, page 13. See: www.worldbank.org/conflict (See “Publications” in the navigation menu.)

² See: www.cprnet.net

³ See: PCF Annual Report 2005
<http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTSOCIALDEVELOPMENT/EXTCPR/0,contentMDK:20698452~menuPK:1260916~pagePK:148956~piPK:216618~theSitePK:407740,00.html>

⁴ See: “Understanding Civil War Vol 1& 2 –and Breaking the Conflict Trap: Civil War and Development Policy”
http://www.worldbankinfoshop.org/ecommerce/catalog/product?item_id=5196809

Transitions Project that was launched in 2005 'will advance this research by identifying the conditions under which post-conflict societies succeed'.⁵

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⁵ See: <http://econ.worldbank.org/WBSITE/EXTERNAL/EXTDEC/EXTRESEARCH/EXTPROGRAMS/EXTCONFLICT/0,,contentMDK:20335964~menuPK:477967~pagePK:64168182~piPK:64168060~theSitePK:477960,00.html>



IV. Overview and Conclusions

Version 1 – 13 June 3006

*Prepared by **Johannah Bernstein**¹*

1. How Governments Approach the Concept of Environmental Security

The Evolution of the Concept of Comprehensive Security

The connection between environment, security, and development was first highlighted by the late Swedish Prime Minister Olof Palme at the United Nations Commission on Disarmament and Security. Palme called on member states to redefine security by encompassing both collective security (the traditional and military concept of security) and common security, which reflected a broader concept of security that included economic change, environmental degradation and environmental scarcity among the causal factors. The concept of common security has evolved into what most governments now refer to as comprehensive security.

The Influence of the UN High-Level Panel on Threats, Challenges and Change

One of the most important intergovernmental processes that has shaped the way in which governments approach environmental security is the 2004 report of the United Nations Secretary-General's High-Level Panel on Threats, Challenges, and Change. Endorsed by many governments at the recent 2005 Millennium Review Summit, the High-Level Panel sets out a new vision of collective security that addresses six clusters of threats with which the world must be concerned now and in coming decades. These include:

- War between States
- Violence within States
- Poverty, infectious disease and environmental degradation
- Nuclear, radiological, chemical, and biological weapons
- Terrorism
- Trans-national organised crime

The Panel maintains that these cluster of threats to human security do not recognise national boundaries, and that in light of their intrinsic inter-connections, they must be addressed at the global, regional and national levels.

As regards the environmental security dimension of the new threat landscape, the High-Level Panel's report highlights the fact that 90% of current conflicts are found in the poorest 30% of countries and that it is the poorest countries that face the greatest environmental challenges. The report also affirms that environmental concerns are rarely factored into security, development, or humanitarian strategies. As a result, the Panel maintains that decision-making continues to be fragmented at all scales of governance.

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This is particularly evident in the disjointed way that national governments have organised themselves to address what are no longer stand-alone threats, but closely interrelated phenomena. Indeed, the environmental dimension of security was reiterated in the UN Secretary-General's report for the 2005 World Summit. The Secretary-General explicitly linked success in achieving human development and security with the sustainable use of natural resources.

OECD Government Approaches to Environmental Security

For many OECD governments, the concept of comprehensive security includes not only issues of military security, but also factors that relate specifically to the security of humans and the health of their environments. The dichotomy that characterises conventional versus comprehensive approaches to security is paralleled by the distinction often made between hard and soft power, with hard power denoting military force and the latter representing tools such as trade, aid and other instruments of diplomacy to achieve political goals.

Security goals increasingly relate not just to arms control and disarmament, but are accompanied as well by peace-building and the development of human and ecological security.

The following examples illustrate how and to what extent selected OECD governments have approached the linkages between environment and security:

- Finland's Security and Defence Policy of 2004 recognises the interlinkages between environment and security in terms of the extent to which resource scarcity and degradation, along with unequal access, have increased the likelihood of conflict.
- The UK's FCO Sustainable Development Strategy of 2005 asserts that sustainable development is critical to world peace and security; threats to security will continue to thrive where there is poverty and mismanagement of natural resources.
- Germany has a strong tradition in the policy areas of environment, development and peace. Rooted in the strong relationship between the peace movement and the green or environmental movement, the (nuclear) disarmament policy debate has traditionally been linked to environmental issues.
- Canada's Defence Policy realizes the reciprocal impact foreign and domestic policy have on environmental security; it focuses on analysis and preventive efforts in the structuring of new approaches, instruments, and institutional roles and responsibilities to maintain peace and security.
- Swedish SIDA asserts the causal link between conflict and poor environmental security, noting the specific interrelationship between poverty, good governance, environmental destruction, human health, and economic growth. SIDA maintains that for policy to effectively maintain environmental security, it must provide the conditions necessary for sustainable livelihoods.
- The Austrian Security Strategy targets the "hard threat", military aspects of environmental security, while also realizing the increasingly importance "soft threats", such as economic stability and human rights. This comprehensive strategy realizes the integral roles these two areas play in maintaining peace and stability when implementing foreign policy.
- The International Security Section of the Swiss Federal Agency for Foreign Affairs acknowledges that the relationship between environment and security is multi-

dimensional. Any attempt to define the relationship must take into account this complexity and that this multi-dimensional relationship calls for a broadening of the conventional understanding of security.

- The Norwegian Environment Ministry directs its efforts as a matter of first priority to long-term economic, political, and human rights development rather than focusing on the use of military force in environmental security policy. Norway maintains that increasing stability in regional conflicts directly contributes to the enhancement of the security of the global environment.²

Key lessons learned in dealing with the new security threats

A few key lessons can already be distilled from the afore-mentioned approaches that governments have undertaken to deal with the changing threat scenario:

- First, it is important to ensure that a whole range of instruments, structures, and expertise at all scales of governance are made available to manage the new generation of security threats. The role of local governments, civil society and the private sector is especially important. Partnerships on the ground between the key stakeholders, as well as donor governments and other international donor agencies must be strengthened and properly resourced.
- Second, more efforts must be directed towards improving the basic understanding of these new and emerging security threats, building up expertise and capacity to analyse the problems and potential crisis areas.
- Third, governments must be more discerning in their choice of policy tools when confronting conflict scenarios. It is commonly accepted that a judicious mix of both hard and soft tools must be used, depending on the conflict scenario.
- Fourth, political will must be mobilised at an early stage in order to enhance prevention of armed conflicts, as well as the detection of and response to natural disasters at an early stage.
- Fifth, international crisis management efforts must be improved. This will require improved cooperation in the field between civilians and military actors, as well as a smoother transition from peace-support to peace-building operations, from emergency crisis-management to long-term post-conflict reconstruction. Here, the EU's experience in coordinating civilian and military operations is instructive for OECD Member States.

2. How Governments Mainstream Environmental Security into Foreign Policy

Environmental Security gaining Currency in Foreign Policy

In recent years, the concept of environmental security has gained currency in the foreign policy making of many OECD governments. As former Canadian Minister of Foreign Affairs Lloyd Axworthy stated in 1998 as borders become increasingly porous, and, foreign policy practitioners deal increasingly with issues directly affecting the lives of individuals: crime, drugs, terrorism, pollution, human rights abuses, epidemics..."³ Seven

² Store, Jonas Gahr. "Norwegian foreign policy priorities". 26 Oct 2005: London". *Arkiv*. 10 Jan 2006. <http://www.odin.dep.no/ud/norsk/aktuelt/taler/minister_a/032171-090437/dok-bn.html>.

³ Axworthy, Lloyd. "US urged to bolster support for UN: Human security, and the international criminal court". Canadian Speeches 12, June 1998. Pages 8-12.

years later, Foreign Affairs Canada's 2006 Sustainable Development Strategy formally recognises the role that resource scarcity and the breakdown of ecological systems plays in destabilising regional and global peace and security.

The Implications of Mainstreaming Environmental Security into Foreign Policy-making

Addressing environmental security concerns in foreign policy has enabled States to consider more fully the global problems and the so-called non-traditional threats, which have been caused by increasing levels of interdependence. The scientific community's increased understanding of the trans-boundary nature and impact of environmental change has catalysed an increased appreciation of the role that environmental security plays in achieving political and economic stability around the world.

Examples of the Changed Foreign Policy Discourse

The implications of the above-noted conceptual shift have yet to manifest fully in actual foreign policy making, but the language is changing. For example:

- Finland currently affirms the commitment to comprehensive security in its 2005 Strategy for the Finnish Ministry for Foreign Affairs and to reorienting foreign policy agendas to address new threats arising from environmental disasters and degradation.
- The UK formally recognises sustainable development as one of the six thematic areas that the FCO's Global Opportunities Fund has prioritised. It is also stepping up its efforts to support failing states to manage their environmental problems.
- Canada's foreign policy goals explicitly call for deepened understanding of the interaction among the social, economic, and environmental pillars of sustainable development.⁴
- The Netherlands' 2006 Foreign Policy Agenda specifically acknowledges the role that environmental degradation plays in threatening global security. One of the eight goals of Dutch foreign policy is to protect and improve the environment.⁵
- Sweden's Statement of Government Policy in the Parliamentary Debate on Foreign Affairs asserts that its foreign policy is based on the conviction that there is an "interconnection between security, development and human rights".⁶
- And finally, where states once measured foreign policy decisions against broader strategies of containment, there is a growing recognition that the merit of foreign policy decisions will have to be measured increasingly on the basis of how they address the environmental security imperative.

⁴ "Goal 4". 27 Jul 2002. Foreign Affairs Canada. 10 Jan 2006. <<http://www.dfait-maeci.gc.ca/sustain/atenda2003/goal4.en.asp>>.

⁵ "Policy Agenda 2006". Netherlands Ministry of Foreign Affairs. 2006. Minbuza. 9 Jan 2006. <<http://www.minbuza.nl>>.

⁶ "Statement of Government Policy in the Parliamentary Debate on Foreign Affairs". Government Offices of Sweden. 15 Feb 2006. Government Offices of Sweden. 8 Mar 2006. <<http://www.sweden.gov.se/sb/d/3103>>.

3. How Governments Mainstream Environmental Security into Development Cooperation

The Growing Recognition of the Development, Environment, and Conflict Nexus

The growing understanding in recent years of the links between conflict, peace, poverty, and the environment has sharpened the focus of donor governments on the role that development assistance can play in both ameliorating but also exacerbating the root causes of violent conflict.

In recognition of the limited effectiveness that traditional foreign policy instruments have had in dealing with environmental conflict, many donor governments, multilateral institutions, and NGOs have increasingly addressed conflict prevention in development assessment instruments. Specifically, they have begun to integrate conflict prevention objectives into aid programming including such approaches as peace and conflict impact assessment tools, the establishment of early warning units, post-conflict recovery capacity, and the development of conflict prevention networks.⁷

The Importance of the OECD Guidelines on Conflict Prevention

An important factor in this changed approach has been the work of the OECD on mainstreaming conflict prevention in development cooperation. Indeed, most donor governments now base their development cooperation in the area of conflict prevention on the 1997 and 2001 OECD Guidelines on conflict prevention. The 1997 OECD/DAC Guidelines on “Conflict, Peace and Development Cooperation stress that strengthening capacity to prevent conflict must be a foundation for sustainable development and that development cooperation should play a role in conflict prevention and peace-building.

The 1997 Guidelines also introduced peace-building as a concept that includes both long-term preventive activities before, during, and after conflict and which calls for the implementation of development assistance as the third pillar for attaining peace (along with the military and political pillars). Four years later, in response to growing concern regarding the potential conflict-related implications of development assistance, in 2001 the OECD/DAC published the DAC Guidelines “Helping Prevent Violent Conflict”, which not only stressed the importance of mainstreaming a “conflict prevention lense” into development assistance, but also highlighted the importance of advancing a “culture of conflict prevention” and the role of conflict prevention as an essential means for poverty reduction.

OECD Recommendations for Strengthening Conflict-sensitive Development Cooperation

A number of policy recommendations for strengthening the link between conflict and development cooperation policy have been highlighted in a 2005 OECD/DAC issues paper entitled “Overview of the Links between the Environment, Conflict and Peace” peace. These include the following⁸:

- Engage and address the specific needs of the most vulnerable communities (i.e. traditional resource users who rely on ecosystems for their livelihoods), especially in relation to the management of and access to natural resources;

⁷ Gaigals, Cynthia and Manuel Leonha. “Conflict-Sensitive Approaches to Development: A Review of Practice” International Development Research Centre 2001. Page 6.

⁸ OECD/DAC. “Overview of the links between environment, conflict and peace”. Issues brief prepared by the OECD/DAC, 2005. See: <www.oecd.org/dac/conflict/issuesbriefs>.

- Promote a regional approach to issues related to natural resources and conflict;
- Address the impacts of the HIV/AIDS pandemic on local tensions, livelihood productivity and resource degradation;
- Help establish and strengthen state and non-state institutions and mechanisms to regulate natural resource use, to arbitrate related disputes, ensure compliance and prevent corruption;
- Provide assistance to protect and improve livelihoods in conflict-prone and conflict-affected regions (i.e. by supporting the development of equitable and effective land administration systems, especially as regards security of land tenure for both women and men, and by supporting the mitigation of environmental resource degradation and the fostering of economic diversification.

Government Approaches to Conflict-sensitive Development Cooperation

The following outlines the range of approaches that donor governments have undertaken to streamline conflict concerns into development cooperation:

- Canada's International Development Agency (CIDA) has established a peace-building unit and has developed a range of activities related to conflict prevention, conflict reconciliation, and dialogue promotion in its aid programming. CIDA has also undertaken an evaluation of the Canadian Peace-building fund in terms of the impact of its development assistance in preventing conflict and building peace. Specific focus has been directed to assessing relevance, appropriateness, cost-effectiveness, and sustainability.
- The German Federal Ministry for Economic Cooperation and Development (BMZ) has started to examine the root causes of conflict and has developed approaches for encouraging non-violent conflict management. It has also undertaken efforts to mainstream crisis prevention into aid programming, and has identified select countries to test case conflict-prevention into aid programming.
- The Japan International Cooperation Agency (JICA) has set up a planning and evaluation department that has undertaken the challenge of integrating conflict prevention and post-conflict reconstruction into development programming and which provides emergency relief during and after conflict.
- The Netherlands has established a Conflict Management and Humanitarian Aid Department (DCH) within the Ministry of Foreign Affairs. This body has been responsible for developing an integrated strategy that incorporates development cooperation, political mediation, emergency relief, sanctions, and military operations.
- Norway has engaged in peace-building missions in over 22 countries and has actively developed a comprehensive, integrated approach to humanitarian assistance, peace, and reconciliation.⁹
- Sweden's SIDA has several departments responsible for conflict prevention and peace-building. Their activities include identifying structural risk factors, reviewing development cooperation, and actively strengthening and promoting Sweden's capacity for conflict prevention.

⁹ "Goals of Norwegian Development Cooperation". 21 Jun 2004. [Norad](#). 10 Jan 2006. [Norad](#). <http://www.norad.no/default.asp?V_ITEM_ID=1284>.

- Switzerland' Agency for Development Cooperation and its Department of Foreign Affairs have been promoting conflict-sensitive development cooperation and have focused efforts in large part on early warning through the development of the Peacenet FAST early warning system.
- The UK's Department for International Development has established a conflict and humanitarian aid department, which aims at improving conflict analysis capacity in cooperation programmes and developing conflict impact assessment. In addition, the Ministerial Group on Conflict Prevention (Ministers from FCO, the Treasury, DFID, Defence) has developed collective efforts in support of security sector reform and in complementing the efforts undertaken by DFID in its conflict-sensitive development cooperation.
- The USAID's Department for Conflict Prevention and Peace-building has focused its efforts on strengthening state capacity to deal with threats, promote self-reliance, establish good governance regimes, engage multiple actors, assist border discussions, and demarcate those borders that may be in serious dispute. USAID has also initiated a project using a conflict lense in designated hot spots. This approach includes an analysis of the environmental stress and conflict, which may have to be considered in aid programming.
- Japan has adopted an active stance in promoting human security in both its bilateral and multilateral development activities.
- Similarly, the World Bank has responded to the complexity of the links between conflict and development programming and as a result the Bank has developed a grading system for assessing projects, which may negatively impact on countries that are conflict-prone.
- As well, the European Commission's DG Development has developed methodologies for integrating conflict-sensitive approaches into its aid programming, especially through the Country Strategy Papers.

4. How Governments Engage in Environmental Cooperation

The UN High-Level Panel on Threats, Challenges and Change and the Call for Strengthened Collective Security

The United Nations High-Level Panel on Threats, Challenges and Change in their 2004 report concluded that the new generation of global threats, which extend from poverty, infectious disease, and environmental degradation to war and violence within states, as well as the spread of weapons of mass destruction, terrorism, and trans-national organised crime requires a new and broader understanding of collective security between nations and the peoples of the world. The Panel's report asserts that the new generation of global threats recognises no national boundary, and therefore no State, no matter how powerful, can by its own efforts alone protect itself from these threats. Every State requires the cooperation of other States to make itself secure.

The EU's Continuing Commitment to Multilateralism

In a recent informal plenary session of the UN General Assembly to continue the exchange of views on the recommendations contained in the High-Level Panel's report, the Austrian Presidency of the European Union asserted that a strong commitment to cooperation and multilateralism was indeed a core objective of the European Security Strategy and that the EU shared the Panel's analysis that the new threats and challenges can only be dealt with in a collective approach. The EU suggests that strengthened

collective approaches must be multilayered, complementary and integrated in nature and must strike the right balance between security and development concerns.¹⁰

How Environmental Cooperation can build Peace

In their June 2005 Worldwatch Security Brief entitled “Promoting Environmental Cooperation as a Peace-Building Tool”, Ken Conca, Alexander Carius and Geoffrey Dabelko highlight the three main opportunities for environmental cooperation initiatives to serve as peacemaking tools.¹¹

First, the environment offers useful qualities that lend themselves to building peace and transforming conflict and which, because of their trans-boundary nature, offer an important entry point for community building.

Second, where cross-border environmental cooperation does take root, it may help to enhance trust, establish cooperative habits, create shared identities around common resources, and establish mutually recognised rights and expectations.

Third, environmental peacemaking involves cooperative efforts, such as peace parks, shared river basin management plans, regional seas agreements, and joint environmental monitoring programmes to manage resources as a way to transform insecurities and create peace between disputing parties.

Examples of OECD Member State Approaches to Environmental Cooperation

- The Netherlands maintains that cross-border environmental cooperation is often difficult to achieve, whether the borders are political, cultural, economic or social. But where it takes root its effects are usually positive. The Dutch Government has undertaken a range of environmental security and cooperation activities, for example its support of the Environment and Security Initiative in their work in Southeast Europe, Central Asia and the Caucasus, the Nile River Basin Initiative, as well as similar partnerships for the Mekong, the Limpopo and the Ganges, and Great Lakes Region of Central Africa.
- Finland is increasing its efforts to strengthen multilateral cooperation in dealing with the new generation of global problems, development crises, regional conflicts that have become significant for security. The Office of the Prime Minister in the 2004 Finnish Security and Defense Policy¹² report maintains that the “increasingly cross-border nature of security threats and challenges will require increases in bilateral and multilateral cooperation in neighbourhood relations, regionally and globally.”
- Canada continues to work with other countries to seek solutions to complex environmental issues that transcend national boundaries. For example, Canada has signed bilateral agreements with over 20 countries dealing with issues ranging from watershed management (Canada-Brazil) to an Agreement on Scientific and Technological Cooperation (Canada-Japan). Canada also was responsible for launching the Arctic Council, a high-level intergovernmental forum for promoting circumpolar cooperation among Arctic States on issues of sustainable development

¹⁰ EU Presidency Statement on the High-Level Panel Report on Threats, Challenges and Change. Presented to the Informal Plenary Session of the United Nations General Assembly to Continue an Exchange of Views on the Recommendations Contained in the Report of the High-Level Panel on Threats, Challenges and Change. January 27, 2005.

¹¹ Conca, Ken, et al. “Promoting Environmental Cooperation as a Peace-Building Tool”. Worldwatch Global Security Brief #6. June 2005. Page 1.

¹² Finnish Security and Defense Policy 2004: Prime Minister’s Office

and environmental protection in the Arctic.¹³ In addition, the Canada-China bilateral agreement on environmental issues continues to be a model for cooperation.

Lessons Learned for Strengthening Environmental Cooperation¹⁴

- The November 2004 Wilton Park Conference on Environment, Development and Sustainable Peace highlighted a number of important lessons learned with recent environmental cooperation efforts.
- For example, in many cases, such as the Jordan River and Mountain Aquifer in the Middle East, the challenge of managing shared water resources can indeed motivate states to overcome their fears of losing sovereignty for the larger goal of strengthening regional economic development.
- In other cases such as Botswana's Okavango River Basin Commission, environmental cooperation can provide an entry point for dialogue and for laying the foundations of future peace in conflict zones.
- Effective environmental cooperation also requires the broadest possible participation of relevant stakeholders if it is to be legitimate and sustainable on all levels and in the long term. However, the Wilton Park Conference discussion highlighted that in many cases this important and valid goal may actually immobilise cooperation efforts. In such cases, it is particularly important for the donor community to provide sufficient resources to enable non-state actors to participate meaningfully in environmental cooperation efforts.
- Experience in the forest sector has shown that environmental cooperation is most often frustrated by poor donor coordination, low institutional capacity and ineffectiveness, lack of a conceptual framework for determining resource values, and unclear tenure rights.¹⁵
- Environmental cooperation in the minerals sector, as with timber and water, will increasingly require multilateral and bilateral development agencies to develop integrated approaches and to combine bottom-up local efforts with top-down macro-economic approaches if conflict over valuable minerals such as diamonds, oil, coltan etc, is to be prevented.
- Regardless of the type of resource over which conflict has developed, it is important to connect the international, sub-national, and internal aspects of conflict and to understand when, where, and how fragile situations erupt into full-blown conflict.

¹³ See: <www.ec.gc/press/2001/01/10205-3_b_e.htm>

¹⁴ Wilton Park et al. "Environment, Development and Sustainable Peace: Finding Paths to Environmental Peacemaking". Final report prepared by Meaghan Parker and Moira Feil and Annika Kramer. November 2004, page 7.

¹⁵ Wilton Park et al. "Environment, Development and Sustainable Peace: Finding Paths to Environmental Peacemaking". Final report prepared by Meaghan Parker and Moira Feil and Annika Kramer. November 2004, page 7.

5. How Governments Address Environmental Factors in Monitoring, Mapping and Early Warning systems

Important Sources of Methodological Guidance for Early Warning

The Swisspeace Foundation's FAST system (Early Analysis of Tensions and Fact Finding) is one example of an effective methodological approach that compiles and analyses political, economic, and environmental events that may lead to tensions. Another important source of methodological guidance for early warning approaches is the 2005 "Early Warning and Early Response Handbook" prepared by the Conflict Prevention and Post-conflict Reconstruction Network of multilateral and bilateral donor organisations. The tools contained in the Handbook were developed in part in response to the results of three international workshops held by CIDA's Peacebuilding Unit on Early Warning and Early Response in the period from 2001 to 2003.¹⁶

Limitations with Early Warning Approaches

Despite growing recognition of the importance of early warning, experience has demonstrated that greater attention must be directed towards the establishment of early warning systems for environment-related factors that may lead to conflict. Environmental conflict experts maintain that where efforts have been made, they have not actually led to more robust forecasts of violent conflict. In many cases, environmental data is often missing or lacking in quality, or in other cases, the linkages between economic, social and political factors are poorly understood.

The following outlines the different early warning approaches undertaken by governments:

- The German government has supported some assessment and mapping activities of the Environment and Security Initiative of the OSCE, UNEP, UNDP, and NATO. A larger effort with a longer term perspective (2040 and 2100) is currently being undertaken by the German Advisory Council on Global Change. The government has commissioned the Council to provide an extensive report in 2007 on the topic of global environmental change and security, including a world map with environment-related conflicts.
- The Dutch Government has created the *Stability Assessment Framework (SAF)*, which incorporates a wide variety of early warning models, assessment frameworks and practitioners' guidelines. The SAF is designed to assist in the development of integrated responses to sustainable stability promotion. The various parts of the SAF can be applied for stability assessment and context analysis, as well as a tool for political dialogue, to develop conflict-sensitive policy plans and implementation schemes, or to promote multi-donor cooperation.¹⁷
- Finland, through regional cooperation, monitors the state of the environment and its changes; reasons for those changes are currently being investigated. By the year 2008 the Ministry of the Environment will have developed indicators for the timely observation of environmental risks.¹⁸

¹⁶ The Handbook was updated in May 2004 by a working group consisting of representatives from the Forum for Early Warning and Early Response, the Pearson Peacekeeping Centre, UNDESA and the West Africa Network for Peacebuilding.

¹⁷ Netherlands Ministry for Foreign Affairs. "The Stability Assessment Framework: Designing Integrated Responses to Security, Governance and Development". Prepared by the Clingendael Institute for the Netherlands Ministry for Foreign Affairs. 2005, pages 10-11.

¹⁸ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <www.vnk.fi>. Path: English, Publications.

- The Swedish Defense Research Agency's (FOI) Department for Environment and Protection conducts research on how humans and the environment can be better protected against chemical, biological and nuclear substances as well as the effects of ionizing radiation. One important aspect of this protection is being able to detect and provide early warning of these threats to ensure that appropriate action is taken quickly.¹⁹ The Swedish Defence Research Agency is working to predict the occurrences of oceanic quakes to provide warnings of tsunamis.²⁰
- The Swiss Agency for Development and Cooperation's FAST program provides in-depth analysis of political, economic, and military factors to anticipate possible crisis situations and develop response strategies to avoid conflict in high-risk areas.

Some Key Lessons Learned with Early Warning²¹

- Early warning should provide time for planning and implementation of responses as well as for understanding the conflict dynamics in order to identify the entry points for action.
- According to UNEP's Division of Environmental Information, Assessment and Early Warning, the most promising way forward is to link historical trends with field-level monitoring of quantitative and qualitative information, together with integrated assessments.
- Central to all early warning methodologies is the need for robust analysis techniques. The information must lead to an analysis of pre-defined conflict factors and must be able to generate a prognosis that can outline the early-action steps to be taken.
- The methodological approaches developed by the Forum on Early Warning and Early Response (FEWER) should be replicated wherever possible. These include the collection and analysis of potential and actual conflict situations, as well as the provision of policy options to influence peace-building. The steps used include: context analysis, identification of conflict indicators, situation analysis, and identification of opportunities for peace.

6. How Governments Promote Environmental and Security Risk and Needs Assessment and Management

The Importance of Conflict Assessment

Donor governments are increasingly acknowledging the importance of conflict analysis for the purposes of mainstreaming the OECD/DAC "Conflict Prevention Lens" in development assistance. Various conflict analysis methods have been developed and applied, lessons have been learned, and experiences have been gained and shared by donor governments and countries in conflict through the OECD/DAC's Network on Conflict, Peace and Development Cooperation (OECD/DAC CPDC), as well as the Conflict Prevention and Post-Conflict Reconstruction Network (CPR).²²

¹⁹ "Environment and Protection". FOI. 16 Dec 2006. <http://www.foi.se/FOI/template/Page_1580.aspx>.

²⁰ "New Method for Predicting Earthquakes". FOI. 14 Sep 2005. FOI. 13 Dec 2005. <http://www.foi.se/FOI/Templates/NewsPage_4441.aspx>.

²¹ Conflict Sensitive Development, op.cit., page 48.

²² See: www.jica.go.jp/english/global/pdf/OECD comprehensive+security

The Use of Strategic Environmental Assessment (SEA) in Conflict Zones

Most recently, the Conflict Prevention Reconstruction (CPR) Unit of the World Bank commissioned the Netherlands Commission for Environmental Assessment to prepare a guidance note on possible approaches to Strategic Environmental Impact Assessment (SEAs) in conflict-affected countries.

Three pre-conditions were identified for ensuring the success of SEAs in conflict zones. First, there must be the possibility of mainstreaming environmental issues into a strategic decision that can be implemented. Second, all relevant stakeholders must be willing to participate in and trust the process. Third, involvement of key stakeholders must not put them at risk, especially in post-conflict situations where peace and security institutions may not be fully developed.²³

The Netherlands Commission's report also highlighted the following elements that should be included in a conflict-sensitive SEA²⁴:

- Conflict analysis that maps the drivers and motivators of conflict and which identifies key elements in the peace-building process'
- Stakeholder analysis that maps the positions, interests and values of stakeholders;
- Identification of the location and timing of key actions to prevent conflict;
- Assessment of the political and military context;
- Assessment of the key socio-economic issues.

Other Important Sources of Guidance for Conflict Assessment

Another important source of guidance for strategic conflict assessment is the 2005 "Peace and Conflict Impact Assessment Handbook" prepared by the Conflict Prevention and Post-conflict Reconstruction Network of multilateral and bilateral donor organisations.²⁵ The Handbook provides sets of tools for conducting peace and conflict impact assessments and for identifying and designing conflict-sensitive options and programmes. The Profile Tools aim to strengthen understanding of the context, undercurrents and components of a particular conflict situation. The Profile Tools use Political, Economic, Social/Cultural, Security, and Regional/International Lenses. The Impact Tools support the assessment of the possible political, socio-economic, security. The Decision Tools aim to help practitioners implement possible response strategies.

The following outlines the response of OECD governments to the need for risk assessment in conflict situations:

²³ Verheem Rob, et al. "Strategic Environmental Assessments: Capacity Building in Conflict-Affected Countries". Report prepared by the Netherlands Commission for Environmental Assessment for the Conflict Prevention and Reconstruction United in the Social Development Department of the Environmentally and Socially Sustainable Development Network of the World Bank. 2005, page 13. See: <www.worldbank.org/conflict> (see "Publications" in the navigation menu)

²⁴ Verheem Rob, et al. "Strategic Environmental Assessments: Capacity Building in Conflict-Affected Countries". Report prepared by the Netherlands Commission for Environmental Assessment for the Conflict Prevention and Reconstruction United in the Social Development Department of the Environmentally and Socially Sustainable Development Network of the World Bank. 2005, pages 19-20. See: <www.worldbank.org/conflict> (see "Publications" in the navigation menu)

²⁵ See: <www.cprnet.net>

- Canada's Integrated Threat Assessment Centre coordinates its international intelligence agencies into a centralized location, thus enabling integration of information for analysis of potential security threats.²⁶
- The Dutch "Stability Assessment Framework" allowed for analysis of environmental security in order to formulate a response program, facilitate political dialogue, and coordinate international efforts in conflict situations.²⁷
- Sweden's Defence Research Agency (FOI) works for comprehensive risk assessment, including experimental research²⁸, threat analysis²⁹, and studies to understand the effects of biological, chemical and nuclear risks and potential new threats³⁰.
- Switzerland's Comprehensive Risk Analysis Management Network Initiative combines scientific and political analysis for risk identification and preparedness.

Lessons Learned with Conflict Assessment

- Despite the work undertaken in developing PCIA tools, efforts must now be directed towards assessing the impacts of these methodologies.
- PCIA tools and methodologies must provide more than an analytical lense. Rather, they should consist of sustainable methodologies for the ongoing collection of information for both policy makers and local communities.³¹
- Donor agencies must ensure that the design and implementation of conflict assessment is undertaken with the full collaboration of both state and non-state actors; more should be done to improve conflict analysis capacity within civil society organisations.
- Donor agencies must do more to ensure that conflict assessment is better integrated into development programming.
- Experience with vulnerability assessments has revealed that more effort must be undertaken to address the interaction between human and ecological systems;
- Experience with vulnerability assessment has revealed that few approaches rarely treat multiple stresses and that the indicators and indexes that are used are not linked with a clear underlying conceptual framework;
- A principal challenge is to treat the so-called "exposure unit" as a coupled social-ecological system and identify the interactions that may lead to conflict;
- As well, vulnerability assessments tend to provide specific snapshots at a particular time and do not provide adequate insights into the cumulative risk and vulnerability

²⁶ "Securing an Open Society: Canada's National Security Policy". 30 Apr 2004. Government of Canada. 10 Jan 2006. <<http://www.pco-bcp.gc.ca>>.

²⁷ Netherlands Ministry for Foreign Affairs. "The Stability Assessment Framework: Designing Integrated Responses to Security, Governance and Development". Prepared by the Clingendael Institute for the Netherlands Ministry for Foreign Affairs. 2005. Pages 10-11.

²⁸ "Security, Safety and Vulnerability Analysis". FOI. 16 Dec 2005. <http://www.foi.se/FOI/templates/Page_1612.aspx>.

²⁹ "Threat Assessment" FOI. 16 Dec 2005. <http://www.foi.se/FOI/templates/Page_1578.aspx>.

³⁰ "Methodology". Sida. 21 Nov 2005. Sida. 13 Dec 2005. <<http://www.side.se>>.

³¹ Conflict Sensitive Development Programming Paper, op. cit., page 49.

factors.

- Experts further maintain that cross-scale interactions and geographic linkages must be better captured and assessed.³²

7. How Governments Promote Environmental Conflict Prevention and Resolution

Conflict Prevention Challenges

According to the International Peace Academy, conflict prevention is a “loose conceptual framework for the increasingly broad range of actors in conflict affected zones. Conflict prevention calls attention to the warning signs—both the structural and operational indicators – to avoid outbreaks of violence.”

Already back in 1992, former UN Secretary-General Boutros Boutros Ghali highlighted the importance of preventive diplomacy and early warning. He highlighted the need to strengthen arrangements both within the UN and between Member States to not only collect and share information, but also to synthesise it with political indicators to assess whether a threat to peace exists and analyse what action should be taken. The former Secretary-General called upon ECOSOC to provide reports on the environmental, economic, and social factors that may threaten environmental peace and security. This shows the multi-faceted nature of environmental security particularly, the symbiotic nature of soft politics and peace-making.

Government approaches with conflict prevention

- One of the most important developments in environmental conflict prevention has been the creation of pooled funds that are designed to promote “whole-of-government” approaches and coherent approaches to conflict prevention. Examples of such mechanisms include the Dutch Stability Fund and the UK’s Global Conflict Prevention Pool.
- The UK’s FCO officially acknowledges the importance of sustainable development in conflict prevention and suggests that it should be seen as an element of conflict prevention and peacekeeping.
- Denmark along with the UK’s FCO has also identified sustainable development as an important goal for its conflict prevention activities.
- Along with many other EU Member States, Finland is developing its conflict prevention activities in accordance with the EU’s 2001 conflict prevention programme through participation in international and regional organisations, through bilateral political relations and through the use of financial instruments.
- Finnish development cooperation will also include more systematic actions and approaches for conflict prevention with particular emphasis on improving response capability in its partner countries.
- Sweden’s approach to conflict prevention is grounded in a “culture of prevention” which has involved the convention of dialogues between key stakeholders on how best to improve the institutions involved in conflict prevention.

³² Stockholm Environment Institute. “International Workshop on Vulnerability and Global Change”. Workshop Summary. 17-19 May 2001. Stockholm, Sweden.

- Sweden has also developed a “Ladder of Prevention” approach, which is based on the UN Charter and emphasises various methods for peaceful conflict resolution.
- The Human Security Programme of Foreign Affairs Canada has been investing in initiatives that strengthen the capacity of the international community to prevent violent conflict and build local capacity to manage conflict without resorting to violence. In 2002, as President of the G-8, Canada led the development of concrete conflict prevention action plans.
- The Dutch Government is stepping up its conflict prevention activities. As one of the main donors of the Global Partnership for the Prevention of Armed Conflict, it has initiated the European Centre for Conflict Prevention. The Dutch Government has also been engaged in several environmental management initiatives that are specifically aimed at conflict prevention, including resource management projects in the Nile Basin Initiative, the Congo Basin, and the Great Lakes Region.³³

Key Lessons Learned with Conflict Prevention

The Finnish Ministry for Foreign Affairs in its report entitled “Development in an Insecure World” has identified a number of important lessons regarding environmental conflict prevention³⁴. These include the following:

- There is a need for greater transparency and more information for and about the key stakeholders, who should be consulted in natural resource management;
- Efforts must be directed towards building a greater capacity for integrated natural resource management and conflict prevention (especially staff training, technical assistance, and institutional support) in order to prepare effective natural resource management plans;
- Environmental trends, data, and information must be collectively generated in order to build confidence between key parties and to prevent stakeholders from being defrauded;
- Cooperative management mechanisms must be established that provide the means for negotiating partners to act as equal partners;
- Conflict assessments and resource assessments should be integrated. In some cases, donor-supported efforts are far too simplistic in concentrating on one particular type of resource use.

8. How Governments Promote Post-Conflict Environmental Rehabilitation, Environmental Cooperation and Peace-Building

The Importance of Peace-building and Post-conflict Rehabilitation

The 1992 UN report “An Agenda for Peace, Preventive Diplomacy, Peacemaking and Peacekeeping” introduced the term “post-conflict peace-building for the first time as an important addition to preventive diplomacy, peacemaking and peacekeeping. The latest (2001) UN Security Council policy statement on peace-building underscores that the

³³ Van Ardenne-van der Hoeven, Agnes. “The World’s Banlieues”. 15 Nov 2005: Utrecht. Ministerie van Buitenlandse Zaken. 9 Jan 2006. <<http://www.minbuza.nl>>.

³⁴ “Development in an Insecure World”. Finnish Ministry for Foreign Affairs. 21 Mar 21 2005, page 116.

quest for peace requires a “comprehensive, concentered, and determined approach that addresses the root causes of conflicts, including their economic and social dimensions...”³⁵

Post-conflict environmental rehabilitation has been an important focus of UNEP in recent years, as it has for a number of donor governments such as the Netherlands, Sweden, and the UK in their own bilateral efforts. The focus is typically on assessing the environmental impacts of war and conflict, identification of hotspots accompanied with mitigation strategies, and in some cases, remediation. The tools that are most often used include geographic information systems (GIS), interviews with key stakeholders, repeat photography, and site sampling.

Examples of Governments' Approaches to Peace-building and Post-conflict Rehabilitation

- The Norwegian Ministry for Foreign Affairs maintains that there are three interrelated and reinforcing dimensions to peace-building: security, political development, and social development. As regards the security dimension, Norway has focused on such priorities as: disarmament, reintegration, humanitarian mine action, control of small and light weapons, and security system reform. As regards the political development dimension, Norway has focused on supporting the development of legitimate political institutions, reconciliation among key groups, good governance, democracy and the promotion of human rights, support for civil society, and the establishment of judicial processes and truth commissions. As regards the social and economic dimensions, Norway has focused on repatriation and reintegration of refugees, reconstruction of infrastructure, promotion of health and education, development of the private sector, employment, and trade and investment.³⁶
- Finland emphasizes the need to strengthen democracy, human rights, and the rule of law, with particular attention to the position of women and minorities. During the period of rehabilitation, Finland will take part in election-monitoring, in developing electoral systems, and in post-conflict reconciliation processes.³⁷
- The Canadian Government has developed a new strategic approach to the Canadian Peace-Building Initiative that involves three main elements: preparedness, partnership, and implementation. The Government recognises that conflict prevention cannot be undertaken externally but must respond to local dynamics.
- Sweden's defence policy for 2005-2007 acknowledges the need to increase conflict-prevention and crisis management efforts. The Government maintains that Sweden's “capability to participate in all kinds of peace-promoting operations, from preventive measures to peace enforcement must increase both qualitatively and quantitatively.”³⁸

³⁵ “Peacebuilding: A Development Perspective”. Norwegian Ministry for Foreign Affairs. 16 Aug 2004, p13.

³⁶ “Peacebuilding: A Development Perspective”. Norwegian Ministry for Foreign Affairs. 16 Aug 2004, pp 5-11.

³⁷ Finnish Prime Minister's Office. *Finnish Security and Defense Policy 2004*. 24 Sep 2004. Prime Minister's Office. 9 Jun 2006. <www.vnk.fi>. Path: English, Publications.

³⁸ Swedish Government Bill 2004/05:5 “Our Future Defence: The focus of Swedish defence policy 2005-2007”.

Key lessons with Post-conflict Rehabilitation and Peace-building

- Among the key lessons are the growing realisation that the environment must be understood as a humanitarian issue that must be integrated into post-conflict reconstruction.
- Former UNEP Post-Conflict Assessment Unit Chair Pekka Haavisto, argues that “paying attention to environmental damage can prevent future conflicts.”³⁹ At the same time, since it is often the poor who lose out in environmental conflict, post-conflict reconstruction must also focus on actions to eradicate poverty, injustice, and inequality.
- In many cases, countries that emerge from conflict (be it environmentally rooted or otherwise) have governance structures that are fragile or non-existent.
- In these cases, several priorities must be addressed to contribute to the reconstruction process. These include: linking demobilisation, relief, rehabilitation and development; building an accountable security sector and strengthening the rule of law; developing mechanisms for conflict resolution; working with emerging actors; and promoting a pro-poor, pro-environment governance agenda.⁴⁰
- At the November 2004 Wilton Park Conference on Environmental Peacemaking, DFID Minister Hilary Benn identified four important recommendations for moving towards sustainable peace in the aftermath of conflict. The UK’s DFID has taken some of the following steps in its contributions to the Nile River Basin, the Congo Basin Forest Partnership and the Kimberly Certification Process for conflict diamonds:
 - (i) Tackle the underlying sources of conflict by establishing property rights and responsibilities and encouraging transparency in natural resources management;
 - (ii) Build or re-establish institutional and regulatory capacity to set the foundation for sustainable development;
 - (iii) Increase transparency and accountability in financial management;
 - (iv) Use natural resources as positive assets for economic growth.

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³⁹ Wilton Park et al. “Environment, Development and Sustainable Peace: Finding Paths to Environmental Peacemaking”. Final report prepared by Meaghan Parker and Moira Feil and Annika Kramer. November 2004.

⁴⁰ Ruohokai, Olli. “Development in an Insecure World: New Threats to Human Security and their Implications for Development Policy”. Finnish Ministry for Foreign Affairs. March 21, 2005, page 35.

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The **Institute for Environmental Security** (IES) is an international non-profit non-governmental organisation established in 2002 in The Hague, The Netherlands with liaison offices in Brussels, London, and Washington, D.C.

The Institute's mission is: *"To advance global environmental security by promoting the maintenance of the regenerative capacity of life-supporting eco-systems."*

Our multidisciplinary work programme - **Horizon 21** - integrates the fields of science, diplomacy, law, finance and education and is designed to provide policy-makers with a methodology to tackle environmental security risks in time, in order to safeguard essential conditions for sustainable development.

Key objectives of the Horizon 21 programme are:

- **Science:** Create enhanced decision tools for foreign policy makers, donors and their target groups on regional, national and local levels;
- **Diplomacy:** Promote effective linkages between environment, security and sustainable development policies.
- **Law:** Contribute to the development of a more effective system of international law and governance;
- **Finance:** Introduce new and innovative financial mechanisms for the maintenance of the globe's life supporting ecosystems; and
- **Education:** Build the environmental knowledge capital of people and organisations.

Our mission and programme should be seen in the context of promoting international sustainable development goals and as a contribution toward long-term poverty alleviation.

<http://www.envirosecurity.net/>

Adelphi Research

Adelphi Research is an internationally operating think tank focussing on sustainability science and public policy consulting with offices in Berlin, Tbilisi, New Delhi, Munich and Bonn. Our multi-disciplinary staff of 23 lawyers, economists, engineers, political scientists, and environmental planners has a wealth of professional experience. Adelphi provides independent analysis, research, consulting, dialogue, and training for a wide range of government authorities, international organizations, and the European Commission. Our key expertise covers the following areas: energy and climate change, water and waste water management, environmental technology and technology cooperation, EU environmental policy and law, management systems and organisational development, sustainable production, consumption and trade, transport and mobility, environment, conflict and cooperation, risk and vulnerability assessment and risk profiles, and strategic development of policies and programmes in the area of technology, environment, development, foreign affairs, and finance.



Our programme on "environment, conflict and cooperation" (ECC) comprises more than 50 research projects, dialogues, programme and strategy development projects, programme and project evaluations, as well as numerous publications. Adelphi Research hosts the global internet platform on environment, conflict and cooperation (www.ecc-platform.org) and is one of the leading institutes in this policy area.

<http://www.adelphi-research.org>

Center for Environmental Diplomacy



Center for Environmental Diplomacy (CED) is a 501(c)3 organization based in Washington, DC with offices in Israel and Palestine. CED develops enterprise-oriented solutions to empower youth, improve public health and protect the environment.

CED works to support the democratic and transparent governance of institutions that provide environmental services to communities.

Our mission is to promote environmental programs and services that improve living conditions, public health and foster cooperation among Israelis, Palestinians and Jordanians.

<http://www.wecup.org/>

Environmental Change and Security Program, Woodrow Wilson International Center for Scholars



Population growth. Water scarcity. Degraded ecosystems. Forced migration. Resource depletion. Pandemic disease. Since 1994, the Environmental Change and Security Program (ECSP) has explored the connections among these major challenges and their links to conflict, human insecurity, and foreign policy. Through publications, meetings, and events, ECSP promotes dialogue about the environmental, health, and population dynamics that affect both developing and developed nations.

As hard security threats dominate the headlines, ECSP works hard to foster a broader, non-partisan debate. We shatter the boundaries separating environment, population, and security, and reveal the links that connect our natural resources—air, water, land, forests—to conflict and cooperation. We look behind the headlines to ask, what are the underlying causes of war? Can we preserve peace by working together to protect the environment?

The Program is based at the Woodrow Wilson Center for Scholars in Washington, D.C.

http://www.wilsoncenter.org/index.cfm?fuseaction=topics.home&topic_id=1413



Green Globe Network, Green Alliance

Green Globe Network (GGN), formerly known as Green Globe Task Force, helps the UK Government to achieve international sustainable development objectives by providing advice and information, organising meetings and seminars, and by developing proposals for new policy initiatives. GGN's strength is its ability to tackle cross-cutting themes rather than more narrowly focused issues.

In 1997 the Foreign Secretary established the network to provide independent advice to government on international sustainable development issues. Funded by the Foreign and Commonwealth Office, GGN also has links with other government departments.

Members of GGN are experts in international sustainable development issues, and include representatives from business, environment and development groups, academia and think tanks. They work with GGN in a personal capacity. A steering group, drawn from the GGN membership, with assistance from the secretariat, is responsible for identifying key themes and taking forward the work programme and activities.

The Network secretariat is based at Green Alliance in London.

<http://www.green-alliance.org.uk/ourwork/GreenGlobeNetwork/>

LINKING ENVIRONMENT AND SECURITY

“The coming decades will see rising resource scarcity, greater environmental degradation and increasingly disruptive climatic change. In fact, in an increasingly uncertain world these trends are disturbingly predictable. The question is whether increasing environmental and resource pressures will reduce security and stability, or will our political, governance and security systems be able to manage them peacefully?”

The lack of focus on environmental security issues found by the research in this volume could suggest that security professionals in the major developed powers hold the more optimistic view. More disturbingly it could indicate that these new realities have yet to be integrated into security strategies and policy frameworks.”

From the Foreword by **Nick Mabey**,
Founding Director/Chief Executive, E3G Third Generation Environmentalism

For the past 20 or 30 years there has been an ongoing discourse regarding the interaction between security and environment. However, there is little evidence that governments and the international community have yet really incorporated this third side of the triangle of environment – development – security into official policies. Never-the-less, as this report reveals, “Even where governments have not advertently or intentionally addressed the topic of environmental security, a range of relevant policy actions are developing and a variety of on-going practical governmental and non-governmental programmes and projects are having a noticeable impact on improving the interplay between environment and security in many critical areas in the world.”

From the Introduction by **Michael Renner**,
Senior Researcher/Director of the Global Security Project, Worldwatch Institute



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