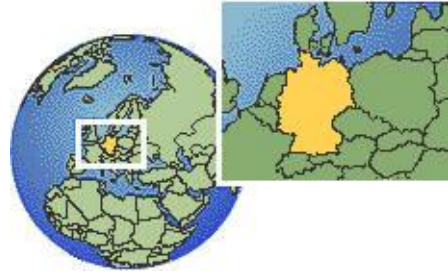


II-F. Profile of Germany¹

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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.