



JOINT REPORT
of the
***Working Groups on
Greening Foreign and Security Policy***

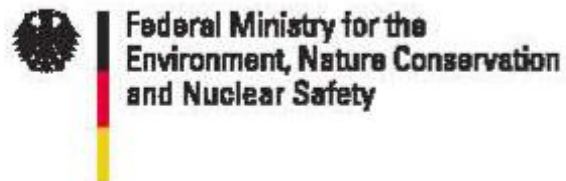
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The views expressed in this report are those compiled by the coordinators of the working groups and report editors from the correspondence and discussions among the individual participants and not necessarily the views of any particular participant, their organisation or government or of the working group organisers or sponsors.

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Joint Report of the Greening Foreign and Security Policy

Introduction

In a speech given at the British Embassy in Berlin in October 2006, Britain's Foreign Secretary Margaret Beckett laid down a challenge to the EU foreign policy community: "Climate change is a serious threat to international security. So achieving climate security must be at the core of foreign policy." Beckett argued that the threat posed by climate change to international security does not constitute an alternative security agenda, but rather a broadening and deepening of the existing agenda. She suggested that "Being a credible foreign minister means being serious about climate security." And she asserted that "The greatest security threat that we face as a global community won't be met by guns and tanks. It will be solved by investment in the emerging techniques of soft power – building avenues of trust and opportunity that will lead to a low-carbon economy."¹

It is increasingly clear that environmental change and struggles over control of natural resources can threaten global, national and human security. As a consequence, effective conflict prevention policies need to incorporate environmental and natural resource management. Key concerns include deforestation and desertification, and land and water scarcities. In addition, climate change is rapidly becoming an unambiguous reality, warns the Intergovernmental Panel on Climate Change (IPCC). Global warming increasingly threatens to amplify these and other problems. Environmental degradation and resource depletion can contribute directly to conflict, or can be indirectly linked to conflict by exacerbating other challenges such as poverty, inequality, corruption, ethnic tensions, and disease.²

When environmental change causes rapid loss of income, the risk of conflict can grow considerably. For instance, a recent study by Edward Miguel and colleagues at New York University found that, in Africa, a 5 percent drop in per capita income due to drought increases the likelihood of a civil conflict in the following year by nearly one half.³

Environmental mismanagement can overwhelm countries' adaptive capacity. It can also increase vulnerability to, and exacerbate the impacts of, natural disasters. Natural disasters tend to put tremendous stress on affected societies, especially on the poor, and may result in crises and tensions—particularly if inappropriate disaster response strategies exacerbate pre-existing divides.

¹ Text of Beckett speech at British Embassy in Berlin, <http://www.britischebotschaft.de/en/news/items/061024.htm>.

² See "Environment and Security—The Role of the United Nations", Roundtable Conference, 2 June 2004. Intergovernmental Panel on Climate Change, at <http://www.ipcc.ch>.

³ Edward Miguel, "Stop Conflict Before It Starts", *Business Week*, 18 September 2006.

Furthermore, the struggle for control over resources has served as an explosive trigger for conflict, or has served to fuel continued instability, in a variety of locations, including the Niger Delta (oil), Sierra Leone and Liberia (“blood diamonds” and timber), and the Democratic Republic of the Congo (a range of resources). It is estimated that 17 violent conflicts between 1990 and 2002 centred on the exploitation of natural resources, and that nine of these were in Africa.⁴ But such conflicts are by no means limited to that continent. Other examples include Indonesia, Myanmar, Pakistan (Balochistan), Afghanistan, Colombia, and Bolivia. Natural resources can play a destabilising role in other ways as well, providing incentives for large-scale corruption and creating boom and bust economies. These dynamics have been evident for many years in cocoa and diamond rich Côte d’Ivoire, directly contributing to the 2002 coup attempt and subsequent de facto partition of that country.

In the face of such challenges, it is crucial that the European Union and its member states take effective action with regard to:

Predicting Instability. This entails increased monitoring, risk assessments, and early warning in an effort to discern dangers of impending and future conflicts at an early stage.

Preventing Conflict. This encompasses a range of policy instruments and measures intended to avoid a situation where increasing pressures translate into growing tensions and armed conflict.

Managing Conflict. Of course, there are already many conflict situations that are the product of environmental and associated pressures. These, and possible future cases, need to be dealt with more effectively, in an effort to end violence and counter instability.

Recovery and Transition. Even after a conflict has been terminated, there are continued challenges. There is a high risk that countries emerging from conflict will fall back into war and violence.⁵ To work towards a sustainable peace, post-conflict restoration and reconstruction will need to encompass environmental and resource aspects.

Conflict prevention needs to be accorded greater priority. Not only does conflict itself impose horrendous human, economic, and ecological costs, but the expense of post-conflict reconstruction is very high. A UK Parliamentary Committee estimated in 2006 that a civil war in a low-income country could cost \$54bn (Euros 41bn). This figure represents almost 70 percent of the worldwide aid budget in 2004 which was estimated as \$78.6bn (Euros 59.4 bn).⁶

⁴ UNDP. *Human Development Report 2005* (New York: Oxford University Press, 2005).

⁵ ‘Typically there is 39 percent risk that a peace will collapse within the first five years and a 32 percent risk that it will collapse in the next five years’ (Collier and Hoeffler, 2004), <http://users.ox.ac.uk/~econpco/research/pdfs/IPA-PostConflictEconomicRecovery.pdf>.

⁶ House of Commons International Development Committee, “Conflict and Development: Peacebuilding and Post-Conflict Reconstruction”, 17 October 2006.

Every conflict has environmental impacts and dimensions, but these are often not sufficiently prioritised and funded by the international community—due to other pressing needs such as security, governance, and economic investment. As this report points out, important work is being carried out within the realm of the European Union, as well as by other multilateral and national actors. But more needs to be done and can be done. This report provides a range of recommendations along the four stages of the conflict cycle. The environment is a key pillar in each of these phases. The EU can demonstrate strong leadership in integrating environmental needs into conflict warning and prevention, conflict management, and post-conflict stabilization and peacebuilding.

A: Predicting Instability

1. Key Issues

1.1. The importance of predicting instability

Instability for the purpose of this report refers to political instability as well instability caused by natural disasters as both can lead to conflict. Predicting instability and state failures are important for several reasons. Prediction can be used in early action, thus preventing loss of natural resources, biodiversity and human lives, destruction of ecosystems, and disintegration of economies. In addition, awareness of and intervention in a potential conflict can be easier to resolve than one which has already evolved into conflict. Once a situation has evolved into conflict, the cost of conflict and post conflict operations will be exorbitant. While post-conflict efforts are important, crisis management needs to take a more preventive approach which includes recognizing the root causes of conflict outbreaks and assessing or accurately modeling them with predictive tools.

Environmental factors can contribute to instability, conflict and war. Scholarly research demonstrates causal links between environmental scarcity and societal strife, migration, ethnic and economic tensions, and violent conflict.⁷ Environmental scarcity is real and growing⁸, arising out of the following factors:

- (a) depletion or degradation of ostensibly renewable environmental resources (such as clean air, arable land, and clean water) and of valuable non-renewable resources (such as minerals or oil);
- (b) demand growth driven either by expanding populations, growing per-capita consumption, or a combination of both factors;
- (c) severe income disparities between the few ‘haves’ and the many ‘have nots,’ which translates into affluence- and poverty-driven environmental degradation and exacerbates economic, ethnic or environmental tensions.

Because the industrialized world disproportionately contributes to pollution and resource depletion relative to the developing world, the former (including the European Union) has a credibility gap in proscribing environmental protection regimes for the latter.

A series of studies and warnings concerning climate change have been issued in recent years by both the scientific community and certain political leaders (successive assessment reports by the Intergovernmental Panel on Climate Change, the Stern Report, Al Gore’s “An Inconvenient Truth”, and the Clinton global initiative, for instance⁹).

⁷Strategies for studying causation in complex ecological political systems, by Thomas Homer Dixon at <http://www.library.utoronto.ca/pcs/eps/method/methods1.htm>. Also see work by Peter Gleick (on water resources) and Ronnie Lipschultz (on resource wars).

⁸ http://www.ourplanet.com/imgversn/footprint/living_planet_report.html

⁹ IPCC, at <http://www.ipcc.ch>; Stern Review on the Economics of Climate Change (London: HM Treasury, January 2007), at http://www.hm-treasury.gov.uk/independent_reviews/stern_review_economics_climate_change/sternreview_index.cfm. In

Though some experts suggest that scarcities of cropland, water, forests and fish are of more immediate concern in their capability to disrupt society, climate change will undoubtedly further aggravate these problems.

Governments are beginning to recognize the problem. European Union leaders, for instance, agreed in March 2007 to reduce carbon dioxide emissions by 20 percent from 1990 levels by the year 2020.¹⁰ However, environmental concerns have not yet been fully integrated into intelligence and scenario-building, and thus are relatively absent from serious consideration in security planning. This is a major void that our effort is trying to identify and fill.

Countries experiencing chronic internal conflict because of environmental stress may fragment, with governments either paralyzed by crisis or becoming more authoritarian.¹¹ Authoritarian regimes may also be inclined to launch attacks against other countries to divert popular attention from internal stresses.

Both resource scarcity and political strife driven by scarcity may result in “out-migrations,” with social, economic, and political repercussions in neighbouring countries and those countries—like EU Member States or the United States—that are perceived as a potential refuge. This is but one reason to build a robust predictive capacity. Such situations should be the focus of serious security scholarship, policy and planning. It’s even more important to act on the outcome. The nature of prevention means, by definition, that policy action should take place early, when these symptoms of environmental threats to security are identified – and before they precipitate full-blown crises. Thus a mechanism for early action is imperative.

1.2. Predictive Tools

Instability for the purpose of the GFSP initiative refers to political instability as well instability caused by natural disasters as both can lead to conflict. In order to act early in either event, predictive tools are needed. Such methodologies can be in the form of monitoring, early warning systems, and risk and vulnerability assessments. These methodologies can be of a quantitative or a qualitative nature. They can also be based on past experiences and patterns or on analyses of the likelihood of certain future occurrences. Tools can predict for the short to long term and can be applied to regions experiencing different stages of conflict whether on the verge of outbreak or conflict or post conflict management. Prediction tools should be based on the understanding of the dynamics of conflicts and of the characteristics of the region being investigated. Needless to say, indicators used in predicting must be multi-sectoral as causes of conflict

addition, a Climate Change and National Security assessment is expected in spring 2007 from a group of very senior former US military officials.

¹⁰ “EU Agrees on Carbon Dioxide Cuts,” BBC News Online, 9 March 2007, <http://news.bbc.co.uk/2/hi/europe/6432829.stm>. “Introductory points regarding evolving approaches to environmental security,” draft discussion paper by Johanna Bernstein, Sept 12, 2006.

¹¹ Thomas Homer Dixon, as cited.

are diverse and interrelated. Prediction assessments should be utilized in conflict prevention and crisis management not only to determine if there is high likelihood of conflict or not but also to determine the causes of the potential conflict in order to take a comprehensive approach to conflict prevention.

1.3. Advantages of Integrating Environmental Aspects into Conflict Prediction

Integrating environmental aspects into conflict prediction is important as it allows for a more comprehensive approach to problem identification and resolution. Remote sensing technology permits early detection of changes that may ultimately lead to tension among different population groups. Incorporating the environmental dimension of conflict also diversifies and widens the awareness of possible root causes. Environment-induced migration is one such possible root cause that can lead to conflict.

2. Current Efforts

2.1. The European Union

Under the auspices of the EU Programme on Conflict Prevention, the Directorate General for External Relations (DG RELEX) launched a check list for root causes of conflict.¹²

The objectives of these root causes or early warning indicators are:

- to increase awareness within the EU decision making forums of the problems of those countries/regions with the highest assessed risk of an outbreak, continuation or re-emergence of conflict.
- to ensure that EU policies (and in particular those managed by the European Commission) contribute to conflict prevention/resolution.

There are eight categories of indicators:

1. *Legitimacy of the state*
2. *Rule of law*
3. *Respect for fundamental rights*
4. *Civil society and media*
5. *Relations between communities and dispute-solving mechanisms*
6. *Sound economic management (including the environment aspect)*
7. *Social and regional inequalities*
8. *Geopolitical situation (also including a look at exploitation of natural resources)*

¹² http://ec.europa.eu/comm/external_relations/cfsp/cpcm/cp/list.htm

The EU procedure for applying these indicators begins with conflict assessments of 120 countries by EC desk officers and EC delegations. The countries receiving high scores are placed on a confidential 'watch list'. This list is a snapshot in time and is subject to constant review. General Affairs and External Relations Council are notified of this list and the Commission keeps alert on developments in the countries. This EU checklist has been used by others such as UN agencies, donors, and others working in the field of conflict prevention and peace building.

The Commission uses other tools for predicting conflict such as regular reports from delegations, open source information via the EC's Crisis Room and ECHO's disaster monitoring system called ICONS (Impending Crisis Online News System). The Commission also participates in surveying African countries in order to obtain information on root causes of conflict, EU leverage, and policy options.

2.2. The UN System

The United Nations Environment Programme (UNEP) Division of Early Warning and Assessment (DEWA) aims to provide the world community with timely, scientifically credible, policy relevant environmental data and information for decision-making and action planning for sustainable human development. DEWA monitors, analyzes and reports on the state of the global environment, assesses trends and provide early warnings of emerging threats. DEWA has six regional offices, as well as an office at the UNEP World Conservation Monitoring Centre in Cambridge, UK. They work closely with a large number of partners and collaborating centres in all regions of the world and have established functional networks for data, information, assessment and capacity-building.¹³

The UNEP Project for Risk Evaluation, Vulnerability, Information and Early Warning (PreView) aims to identify risk and human vulnerability to natural hazards in relation with socio-economic and physical factors. They have developed an interactive graphic tool that enables prediction of natural disasters. Users can zoom in, add different layers of data, and use different backgrounds to highlight different components reflecting vulnerability.¹⁴

The United Nations System-wide Earthwatch is a broad UN initiative to coordinate, harmonize, and catalyze environmental observation activities among all UN agencies for integrated assessment purposes. They have a database of more than 300 environmental assessments.¹⁵

The UNEP Disaster Management Branch addresses immediate and long term human, social, health, economic and environmental impacts of natural and human-induced

¹³ UNEP Division of Early Warning and Assessment, http://www.unep.org/DEWA/related_links/index.asp

¹⁴ UNEP Project for Risk Evaluation, Vulnerability, Information and Early Warning, <http://www.grid.unep.ch/activities/earlywarning/preview/>

¹⁵ United Nations System-wide Earthwatch, <http://earthwatch.unep.net/>

disasters, and aims to minimize the resulting environmental emergencies that they cause. Their approach is to promote disaster management in order to reduce vulnerability and enhance coping-mechanisms through capacity-building. They focus on: prevention; preparedness; assessment, response and mitigation; risk reduction; and mobilizing resources. They operate in collaboration with numerous agencies and have two units: The Environment Coordination Unit (ECU) and the Joint UNEP/Office for Coordination of Humanitarian Affairs (OCHA) Environment Unit. The joint effort serves to facilitate international response, multilateral coordination, assessment and to serve as a clearinghouse for information and maintain a 24-hour notification and alert system.¹⁶

2.3. ENVSEC

The Environment and Security Initiative (ENVSEC) is a partnership between the OSCE, the UN Environment Programme (UNEP), the UN Development Programme (UNDP), the UNECE, the Regional Environment Centre, and NATO as an associated partner. ENVSEC provides a framework for co-operation on environmental issues across borders, and promotes peace and stability through environmental co-operation and sustainable development.

The project concept is designed to provide a coherent structure for three key areas of activity: vulnerability assessment and monitoring of environmental and security linkages; capacity-building and institutional development; and policy development, implementation and advocacy.

ENVSEC builds on the combined strength of the three founding organisations' expertise, experience and field presence. One of the strengths of the initiative is that it consults closely with Ministries of Environment, Foreign Affairs, Health, Defence, Industry, Agriculture, Internal Affairs as well as National Security Authorities.

2.3.1. OSCE

The Organization for Security and Co-operation in Europe (OSCE) is mandated "to assess potential security risks stemming, wholly or in part, from economic, social and environmental factors¹⁷" and it has been tasked to "catalogue and monitor economic and environmental challenges and threats to security and stability in the OSCE region, in collaboration with relevant international organizations¹⁸".

¹⁶ UNEP Disaster Management Branch, <http://www.unep.org/depi/programmes/emergencies.html>

¹⁷ Mandate for a co-ordinator of OSCE economic and environmental activities. PC.DEC/194 of 5 November 1997

¹⁸ OSCE strategy document for the economic and environmental dimension MC(11).JOUR/2 of 2 December 2003

The OSCE acts as a catalyst in preventing disputes and can serve as a platform of preventive diplomacy. As a political security organisation, the OSCE can help to bring environmental issues onto the political agenda, and then generate the political will to address the issues at the highest level.

2.3.2. NATO¹⁹

NATO became an associate member of ENVSEC in 2004, through its Public Diplomacy Division, and provides financial support through the 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.

2.4. Global Monitoring for Environment and Security²⁰

The objective of the Global Monitoring for Environment and Security (GMES) initiative is to provide on a sustained basis reliable and timely services related to environment and security issues in support of policy needs. These services should support EU environmental and security policy development, monitoring and implementation from the local, regional and EU level to the global level. The beneficiaries of the services may also include non-EU institutions. GMES is being developed in steps as an EU-led initiative through the introduction of pilot phase services, starting with three fast track services (land monitoring, marine, emergency response services).²¹

GMES aims to make an important contribution to the civil security needs of the European Union. In addition, it is to provide opportunities for additional capabilities for the European Security and Defence Policy. It recognizes that all possible civil and military synergies should be pursued to ensure better use of resources, in full complementarity with the European Union Satellite Centre. GMES will be at the centre of a series of partnerships in Europe and will be an opportunity for international cooperation initiatives.

A specialised core team, the Bureau for Global Monitoring for Environment and Security has been created within the Directorate-General for Enterprise and Industry of the Commission to progressively aggregate the Commission's growing demand for geospatial data. This Bureau will use the support of the Joint Research Centre, which has

¹⁹ Ronald A. Kingham. "Inventory of Environment and Security Policies and Practices". (October, 2006.) Institute for Environmental Security.

²⁰ Commission Decision, creating a Bureau for Global Monitoring for Environment and Security. (March 2006). COM (2006) 673

²¹ COM (2005) 565 final

acquired experience in many areas related to GMES and the mission of which is to provide scientific and technical support to other Commission services.

2.5. National Initiatives

2.5.1. The United Kingdom's Global Conflict Prevention Pool

The UK's Global Conflict Prevention Pool is an example of a "whole of government" approach to conflict prevention. 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 Foreign and Commonwealth Office (FCO), the Ministry of Defence (MOD) and the Department for International Development (DFID). Activities of 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. They have also increased the impact of their work, bringing together 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 stability.²²

2.5.2. Dutch Stability Assessment Framework²³

The Stability Assessment Framework (SAF) offers an analytical tool for stability analysis and strategic planning that helps develop the institutional capacities needed for an integrated policy response in a particular country. The SAF consists of several mapping and analysis exercises that provide input for policy-makers: a trend analysis of twelve important indicators for instability that will provide a comprehensive sketch of the situation and help identify priority concerns; an institutional analysis to highlight the effectiveness and legitimacy of major institutions such as the police, civil service, and the judiciary; a political actor analysis that includes the interests and activities of the main political actors in the country; and finally: a policy assessment outlining the past and ongoing activities of the organization conducting the SAF and of other international actors.

²² DFID, FCO, Ministry of Defense. "The Global Conflict Prevention Pool: A Joint UK Government Approach to Reducing Conflict". Undated.

²³ Verstegen, Suzanne, van de Goor, Luc, de Zeeuw, Jeroen, "The Stability Assessment Framework: Designing Integrated Responses for Security, Governance and Development." (2005) Clingendael Institute for the Netherlands Ministry of Foreign Affairs
http://www.clingendael.nl/publications/2005/20050200_cru_paper_stability.pdf#search=%22dutch%20stability%20assessment%20framework%22

2.5.3. Swiss Agency for Development and Cooperation's FAST programme²⁴

FAST International is 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. FAST uses 186 event types, covering human security and civil rights, crime and internal security, conflicts and violent actions, domestic politics, and social and political change, along with natural resources, environmental degradation, infrastructure, migration, ethnicity, and religion. FAST has established Local Information Networks consisting of local analysts (Field Monitors and Country Coordinators) to generate observations that are analyzed using integrated Event Data Analysis.

2.6. Limitations of Current Prediction Efforts

2.6.1. The European Union

Despite the Commission's claim of using early warning indicators, integrating the three pillars of sustainable development and establishing a set of procedures for progressing from indicators to implementation, there are areas of the EU prediction process that need strengthening.

In an analysis of the key lessons learned, best practices, and ongoing weaknesses of current EU cooperation in Uganda, the NGO Saferworld made a number of recommendations to the EC to improve its conflict prevention strategy.²⁵ The issues and recommendations specifically relating to prediction are summarized here:

- The EC's approach was described as insufficiently coherent and systematic. The EC focused on individual programmes and did not consider the impact all the sectors and a wider geographic area could have on the dynamics of the conflict.
- The EC was criticized for not treating conflict prevention as a priority issue and for not integrating it as a cross cutting topic across all DGs.
- The check list on root causes of conflict was described as mainly a desk-based tool without an adequate methodology—suitable only for general conflict assessment and not concrete project design. The check list does constitute a useful instrument for raising awareness on conflict issues, but is not being used consistently. EC staff in Brussels and in the various country delegations are not adequately familiarised with it, due to a lack of human resources and frequent staff changes.

²⁴ FAST International Early Warning Program. Swiss Peace Foundation. 2 Oct. 2006. <http://www.swisspeace.org/fast/default.htm>

²⁵ Sarah Bayne and Marie-Kristin Höbert (June 2006). Saferworld briefing paper: "Programming and implementation of the Country Strategy Paper for Uganda: Taking conflict into account".

2.6.2. Common Limitations of Current Prediction Efforts

Even though a large number of national or Europe-wide organisations have been created to collect data and to produce information over the last 20-30 years, European policies on environment and security are still hampered by information that is fragmentary and of uneven quality.²⁶ Inadequate information stems from three interrelated causes:

- The many organisations involved in data collection and information production in Europe do not sufficiently co-ordinate their activities.
- The numerous technical infrastructures produce data and information that are often incomplete, not comparable from one place to another and over time, and are in general difficult to access.
- A more active dialogue between information users and information providers is needed to make the information flow more relevant.

Rather than being based on specific demand or on problem analysis in regions with risk of instability, assessments are developed in ways determined by funding agencies that are typically external to the problems at hand. It is sometimes only after the assessments are developed that experts attempt to link the tools with the specific problems. The indicators (or the process of selecting indicators) are not always suitable for the task at hand, and suffer from a lack of clarity, accuracy, and robustness.

In practice, none of the assessments are truly able to integrate environment, security, and development considerations for the prediction of instability. The focus is either on social and political factors or biophysical factors, but not all three dimensions. Yet they cannot be dealt with in isolation from each other. This lack of integration could be caused by the absence of cooperation among disciplines such as science, human rights, and development. Additionally, models are often developed by foreign experts who do not have a comprehensive perspective of the problems on the ground.

The limitations perceived by the OSCE, for instance, are the lack of awareness of international legislation dealing with environmental protection and the disconnect between the Ministries of Foreign Affairs and Ministries of Environmental Protection²⁷.

3. Recommendations

3.1. Conflict Analysis

Recommendations:

- *The European Parliament should call upon the European Commission to focus its efforts on obtaining a stronger conflict perspective across the various sectors as opposed to creating programmes for individual sectors.*²⁸

²⁶ “GMES Vision and Targets 2008, and Work Progress of the Initial Period of the GMES Action Plan (2002-2003).” (May 2003).

²⁷ Marc Baltès, Conference on Greening Foreign and Security Policy: The Role of Europe, European Parliament, Brussels, 6-7 December 2006, The Role of the Security and Defence Communities

- *The EU should call for a systematic conflict analysis by implementing partners, including identification of the conflict causes and drivers and clarification as to how EU-funded projects would contribute to addressing these.*
- *Conflict analysis should be integrated into established procedures (strategic plans, needs assessments etc.), as well as into the terms of reference for implementing partners. It is critical to ensure involvement of all actors in the process and consideration of broader conflict issues (not only technical issues relating to sector-specific/project-specific needs).*

3.2. Conflict Prediction Tools

Recommendations:

- *The EU needs to establish a comprehensive and regularly updated inventory of prediction assessment tools. It can build on the best existing tools.²⁹*
- *It is further recommended that the EC work together with other expert organizations on improving prediction tools. The EU should support these organizations by funding and promoting demand driven assessment development.*
- *The EU should spearhead the identification of an authoritative entity responsible for various activities in the field of conflict prediction (investigating appropriate indicators more thoroughly; developing methods for quality assessments; updating the inventory and making information public through regular workshops and other communication means.)*
- *The EU should support training of local experts in potential conflict regions in the field of conflict prediction methodology development and conflict dynamics.*

3.3. Monitoring

Recommendation:

- *The EP should support efforts geared toward remote sensing monitoring to help detect fire, erosion, and changes in land use and land cover. This type of monitoring would be most effective for prediction and early action if carried out on a continuous basis for an indefinite period of time at the global scale. It is*

²⁸ Sarah Bayne and Marie-Kristin Höbert (June 2006). Saferworld briefing paper: “Programming and implementation of the Country Strategy Paper for Uganda: Taking conflict into account”.

²⁹ One example can be found in a background paper by the UK’s Prime Minister’s Strategy Unit entitled *Countries at Risk of Instability: Practical Risk Assessment, Early Warning and Knowledge Management* (Yiu and Mabey, 2005). It includes assessments from governmental, nongovernmental, academic, and private sector actors that target mainly political and social aspects, though not environmental dimensions.

recommended that the GMES initiative take on the responsibility of ensuring that such a system is established.

3.4. Education

Recommendation:

- *The knowledge of environmental affairs of diplomats and Foreign Office personnel needs to be strengthened. Offering Environmental Diplomacy courses and establishing a task force between the different ministries to discuss environmental security and development policies would help achieve this objective.³⁰*

3.5. Institutional Arrangements

The EU needs an institution to oversee its burgeoning environmental security capacity, ensure it has the financial support, intellectual capital and political resources it needs, and help it evolve into a fundamental player in security, development and assistance policy making. The European Parliament should be at the core of this process.

Recommendation:

- *The EP should urge the EC to carry out an institutional review on how best to restructure its organization in order to ensure that early warning assessment is recognized as an important step in conflict management and mainstreamed into the decision making process.*

³⁰ Marc Baltes, Conference on Greening Foreign and Security Policy: The Role of Europe, European Parliament, Brussels, 6-7 December 2006, The Role of the Security and Defence Communities

B: Preventing Conflict

1. Key Issues

1.1. The Cyclical Nature of Conflict

Conflict is a cyclical process, and each post-conflict situation may contain the seeds of the next outbreak of violence. The countries and regions most likely to lapse into conflict are indeed those that have experienced it before—in fact, almost 50 percent of countries coming out of civil war fall back into conflict within five years.³¹ The containment strategies and capacities that need to be applied in a fragile state to prevent conflict from breaking out are essentially the same as those that need to be applied in a post-conflict setting to prevent violence recurring. There is therefore a great deal of overlap between the policy responses employed for the purposes of prevention and those used in reconstruction.

1.2. The Case for Investing in Conflict Prevention

There is, however, a strong argument for devoting additional resources to conflict prevention. In addition to the clear moral case for acting earlier, there is a compelling financial argument: prevention is comparatively cheap. Former UK Foreign Secretary Jack Straw has estimated that the small preventive military deployment in Macedonia, stopping the slide to war there, cost British taxpayers £14 million, while fighting the wars in Kosovo and Bosnia cost Britain £200 million and over £1.5 billion, respectively.

The economic cost of conflict dwarfs the amount the spent in any given year on global development. As noted in a recent UK Parliamentary Committee report,³² the average economic cost of a civil war could equate \$54bn (£29bn), while the worldwide aid budget in 2004 was \$78.6bn (£42bn). Multiply that by the many conflicts currently taking place, and the benefits of effective prevention, and the costs of inaction, are obvious.

Of course it is often difficult to generate political will (and funding) for conflict prevention because success in such endeavours—the absence of violent conflict—is hard to measure and does not lend itself to be captured in media headlines.

1.3. The Importance of Tailoring Prevention Responses

There is no special recipe for dealing with environmental conflicts. It is important to tailor prevention responses to the underlying causes in each case, whether they involve resource scarcity, abundance, natural disasters, or environmental pollution. For the most part, the policies required to deal with conflicts relating to resource scarcity need to address the cause of the scarcity itself and the tensions that arise from competition for

³¹ [Add reference. Collier: Market for Civil War?]

³² House of Commons International Development Committee, “Conflict and Development: Peacebuilding and Post-Conflict Reconstruction”, 17 October 2006.

diminishing resources. Policies addressing the scarcity itself are, for the most part, beyond the scope of a paper on conflict prevention, dealing as they do with global warming, environmental destruction and sustainable development. Dealing with the tensions between groups resulting from resource competition is bread and butter work of conflict prevention efforts. Policies here should, among other things, be aimed at ensuring that there are legitimate and representative political channels through which parties can air and address their grievances. The policies required to deal with conflicts triggered or fuelled by natural resources, are similar to those required to generate sustainable development - namely transparency, promotion of good governance, effective rule of law, accountability, and empowerment of local communities.

2. Current Efforts

The policies required to deal with conflicts triggered or fuelled by natural resources, are similar to those required to generate sustainable development. Two areas are particularly critical: transparency and good governance.

2.1. Transparency Initiatives

Transparency undercuts corruption and supports efforts to promote good governance. It reduces incentives for illegality by devaluing the market for illicit products, and thus the likelihood that natural resource exploitation will fuel violent conflict, as has happened in several cases in the 1990s. The international community is slowly getting better at promoting transparency, and at pressuring recalcitrant governments to at least pay lip-service to openness.

Two transparency initiatives in particular deserve attention: the Extractive Industries Transparency Initiative for oil, gas and minerals (EITI), and the Kimberley Process Certification Scheme (KPCS) for diamonds. Both processes proceed on the basis that secrecy and lack of data support corruption and illegality.

- **The Extractive Industries Transparency Initiative**

The EITI effort seeks to defeat the “resource curse” by asking governments and companies to regularly publish details of all revenues and payments received by governments from those companies, and to submit to strict auditing of those revenues. Civil society groups and IFIs play a role in developing, implementing and monitoring the process. In a 2006 speech in Abuja, British Chancellor Gordon Brown announced plans for a major expansion of EITI—encouraging the involvement of more countries and stricter implementation from existing members, and extending the transparency formula to other revenue streams.

- **The Kimberly Certification Process Certification Scheme for conflict diamonds**³³

The second initiative—the Kimberley Process—is focused exclusively on the diamond industry. The Kimberley Process (KPCS) 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 KPCS initiative began in May 2000 in Kimberley (South Africa). 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. (Within the EC, the KPCS is implemented by a Council Regulation, adopted on 20 December 2002.) An effective mechanism for reliably monitoring the process has yet to be fully established, and the measures currently in place will need to be substantially strengthened for the initiative to achieve its objectives of excluding conflict diamonds from the market place. But the same principles can be applied to other industries, such as timber, in which the extraction and export of resources are currently subject to minimal scrutiny.

2.2. The Good Governance Imperative

Good governance and the rule of law means, among (many) other things, addressing the incentives for corrupt behaviour. For example, post-conflict reconstruction in Liberia has been hampered by rampant corruption and misuse of funds. Under the terms of the Governance and Economic Management Assistance Programme (GEMAP) being implemented by donor institutions and the Liberian government, strict controls are to be imposed on the collection and disbursement of government funds to ensure that this revenue reaches the central treasury. Transparency in the resources sector will be enhanced by subjecting government authorities and companies to regular auditing. In particular, GEMAP seeks to bring accountability to forest revenues by means of a “chain of custody” tracking system run by a management contractor to track timber “from stump to export” and determine tax revenues accordingly. Success in these efforts would go some way to making Liberia economically self sufficient.

Good governance also means engaging civil society and local government structures in the process of resource management. If one of the ways in which resources trigger conflict is between central governments and resource-rich regions, it is essential that these regions have some role in how local resources are managed. Failure to do so leads to the kind of conflict we are seeing right now in the Niger Delta and Balochistan, where

³³ 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

rebels are seeking to stop the government and resources companies from extracting the resources.

Another way to undercut the trade in conflict resources is to prosecute those who fund and sustain conflict by commercially engaging in such trade. One high profile case is the Dutch prosecution of the Oriental Timber Company, a firm profiting greatly from timber operations in Liberia. And when the Prosecutor of the International Criminal Court, Luis Moreno-Ocampo, first announced he was looking into the conflict in the DR Congo, he made it clear that he considered the prosecution of illegal business practices fuelling conflict there to be within his remit. The Special Court for Sierra Leone has also made reference to the exploitation of blood diamonds as a relevant factor in some of its prosecutions of those who committed atrocity crimes.

2.3. The EU's Role in Environmental Conflict Prevention

The EU has developed a range of prevention measures and approaches in recent years that either directly address environmental conflict or have some applicability. These could be further strengthened.

- The 2003 *European Security Strategy (ESS)* commits the EU to an integrated approach to conflict prevention and crisis management, as well as to other security threats (although its reference to environmental security threats could be stronger). The ESS recognizes that none of the new threats are purely military and must be addressed by a combination of civilian and military instruments in the framework of EU external action.
- The *European Neighbourhood Policy (ENP)*, which aims to bring the benefits of enlargement to its new neighbours, is another important new framework for conflict prevention in EU neighbouring countries. Still, the links between conflict and environmental degradation have to date not been routinely addressed in the ENP implementing tools such as National Action Plans.
- The EU's *Programme for the Prevention of Violent Conflicts* aims at a more systematic and coordinated use of EU instruments (including environmental policy) to address the root causes of conflict. It has also catalysed an improvement in the development of Country and Regional Strategy Papers (the main EC aid programming tools) with Commission officials now required to assess a wider range of risk factors, including environmental degradation. The Commission's geographical services use the "check-list of root causes of conflict" that has been developed in collaboration with the Conflict Prevention Network.
- The Commission now uses *conflict prevention teams* to assist the Commission's geographical services to mainstream conflict prevention in aid programming. Multidisciplinary teams are deployed to assess potential conflict issues and to

propose a medium-term conflict prevention strategy to be integrated into co-operation activities identified in the Country and Regional Strategy Papers.

- The Commission's 2002 *'Communication on Water Management in Developing Countries'* pays special attention to the role of water management mechanisms in conflict prevention.
- The *Rapid Reaction Mechanism (RRM)* is now fully operational and is being used to bring a host of measures quickly to bear on a conflict situation, which would previously have been subject to more cumbersome procedures. However, RRM projects have to date focused only on political conflicts, and have largely been of a reactive rather than preventive nature. It is important to note that the RRM will soon be transformed into the Stability instrument, which will have a longer time frame and larger budget.³⁴
- The European Commission, representing the European Union as a whole, has been a participant in the *Kimberley Process Certification Scheme* since its inception and the EC implements the Scheme through a Council Regulation applicable in all the Member States. The EC implements the Scheme through a Council Regulation applicable in all the Member States. The EC has been instrumental in setting up an effective monitoring system within the Scheme, and will chair the Kimberley Process in 2007.
- The EU is also involved in the Extractive Industries Transparency Initiative for oil, gas and minerals (EITI).
- Another important policy response of the EU is the *EU Action Plan for Forest Law Enforcement, Governance and Trade (FLEGT—also see D: 2.1.)* addresses the linkages between conflict timber and governance in the forest sector and introduces a licensing scheme to prohibit the import of illegally harvested timber within the EU.

3. Recommendations for the EU

3.1. Strengthen efforts to ensure conflict-sensitive EU development policy and practice

The 2001 Göteborg *EU Programme for the Prevention of Violent Conflicts* underlined that development policy provides the 'most powerful' instrument at the Community's disposal for treating the root causes of conflict and instability. There are further steps that the EU might take to strengthen its conflict sensitivity approaches to development programming

³⁴ <http://www.isis-europe.org/ftp/download/stability%20instrument%20final.pdf>.

Recommendations:

- *The EU should undertake the following initiatives:*³⁵
 - (i) *Deepen its research efforts with partners in conflict zones to understand local contexts, issues and needs, and develop robust assessments of the economic and political drivers of violent conflict;*
 - (ii) *Support research on more effective development responses to conflict situations and on ways to redress the potentially conflict-generating impact of development projects;*
 - (iii) *Develop more appropriate and strategic approaches to environmental peacebuilding;*
 - (iv) *Bring together development and humanitarian aid agencies, governments and other donors to strategise on how to provide development assistance and aid in a conflict-sensitive and co-ordinated way.*

3.2. Mainstream environmental conflict considerations into European Development Fund (EDF) and European Neighbourhood Policy (ENP) programming

Many Country Strategy Papers (the primary aid vehicle under the Cotonou Agreement) in the past have neglected to address environmental considerations in their poverty reduction and economic growth efforts. Greater efforts are needed to mainstream conflict-environment-poverty linkages.

Recommendations:

- *Specifically, the EU should undertake an assessment of environmental conflict potential in the Country Environmental Profile (CEP) of fragile or conflict-prone ACP states. This would necessarily require new internal conflict indicators to be used in the development of the new CSPs to enable effective monitoring and assessment.*
- *The EU should explicitly require environmental conflict prevention strategies as a priority for the National Action Plans (NAPs) under the EU Neighbourhood Policy in conflict-prone neighbourhood states. Key elements should include clear benchmarking to measure progress in the development of effective prevention approaches, including strengthened environmental governance systems, civil society engagement in environmental decision-making, transparency and accountability initiatives.*

³⁵ These recommendations build on those made by International Alert: see http://www.international-alert.org/conflict_sensitivity/resource_pack/chapter_1__265.pdf

3.3. Strengthen transparency efforts

Recommendations:

- *Develop and strengthen licensing systems for potential conflict resources that build on current initiatives like those for blood diamonds and illegal timber. These need clear reporting guidelines and a mechanism for independent monitoring and compliance.*
- *Increase the resources available for the investigation of corrupt practices under the UN Convention against Corruption and the OECD's Convention on combating bribery of foreign public officials in international business transactions.*
- *Lead efforts to develop an International Extractive Security Transparency Agreement with common standards of revenue disclosure, independent monitoring and effective compliance measures.*

3.4. Strengthen corporate accountability mechanisms

Accountability mechanisms are needed to hold duplicitous actors responsible for their actions that contribute to the development and prolongation of environmental conflict.

Recommendations:

- *Develop robust and well-funded criminal and civil mechanisms to hold accountable companies found to be complicit in violations of international humanitarian law, anti-corruption conventions (including the OECD Corruption Convention), and UN mandated sanctions regimes.*
- *Strengthen the implementation of the OECD's Guidelines for Multinational Enterprises (by increasing available resources, creating strong common standards for the examination of complaints, and speedy resolution of disputes).*
- *Help develop international agreements that establish clear and authoritative norms on the rights, responsibilities and liabilities of companies in weak and war-torn states.*
- *Ensure that public procurement policies exclude illegal and conflict resources install time-limited bans (sin bins) on access to government procurement for companies that trade in illegal conflict resources.*

3.5. Reinvalidate income stabilisation mechanisms

There are a number of measures that the EU should develop and strengthen in terms of income stabilization mechanisms (such as revenue management legislation, ‘rainy-day funds’) that help environmentally-conflict-threatened areas manage more predictable revenues from natural resources and aid.

Recommendations:

- *The EU should reinvigorate the debate on measures for commodity price stabilization, beginning with how to make the IMF’s Compensatory and Contingency Financing Facility more effective and timely.*
- *The EU should also set aside aid budgets to deal with unforeseen environmental emergencies and to compensate for losses that may result which otherwise may help generate recruits for rebel movements.*

3.6. Develop environmental conflict prevention strategies for fragile states

Over 75 percent of fragile states are conflict-affected, and the remaining 25 per cent are conflict-prone. The EU must develop strategic peacebuilding approaches that address the root causes of state failure and their links to environmental scarcity or degradation. The EU must also develop clear strategies to determine how its different policy instruments will work together to address environmental conflict prevention.

Recommendation:

- *The EU should strengthen its work with the OSCE in developing rapidly deployable expert missions (with representatives from the Council of Europe, the Council of the European Union and the European Commission), not only through military units but also in the form of a pool of experts available to assess any and all environmental threats to security.*

3.7. Promote environmental governance

The links between environmental governance and environmental conflict prevention have been well established. EU policies and initiatives that encourage the rule of law, protect fundamental human rights, foster the growth of democratic institutions, promote accountable and transparent governance, support vibrant civil society engagement and develop institutions for non-violent conflict resolution are also important environmental conflict prevention policies.

Recommendations:

- *The EU should enhance its efforts to assist third countries in strengthening institutional frameworks for sustainable development. This entails clear and*

effective laws, promoting public participation and broad access to information, enhancing the role and capacity of local authorities, among other measures.

- *In addition, the EU Green Diplomacy Network should be strengthened so as to integrate environmental conflict prevention challenges into external relations.*

3.8. Strengthen efforts to ensure environmental conflict-sensitive EU development and practice

Greater efforts are needed to ensure that environmental risk factors are included in the check-list of root causes of conflict. Likewise, investing in environmental infrastructure and sustainable natural resource management approaches is a critical element of poverty eradication strategies. Policies in support of sustainable poverty reduction strategies will typically also contribute to environmental conflict prevention.

Recommendations:

- *More robust forms of environmental conflict assessment are needed that consider the economic, social, environmental and political drivers that fuel conflict. These drivers must also be addressed in the formulation of development cooperation policies and programmes.*
- *The EU needs to learn from the negative impacts of Country Strategy Papers (CSPs) that have not sufficiently addressed environmental considerations, especially those that might lead to conflict.*
- *The EU should bring development, humanitarian aid, and environmental experts together with other key stakeholders to develop strategies for ensuring the continued implementation of new environmental conflict-sensitive development approaches on the ground.*

3.9. Strengthen Coherence between EU Crisis Management and Long-term Conflict Prevention

Recommendations:

- *The EU should ensure better coherence and linkages between crisis management and longer-term civilian, development, and peacebuilding programmes through strengthened joint assessment and planning across EU institutions. This might be accomplished via an annual review subject to the scrutiny of a joint committee composed of the European Parliament's Development, Foreign, Defence and Budget Committees.*
- *The Committee for Civilian Aspects of Crisis Management and their Commission counterparts should work to strengthen the linkages between civil and military initiatives with the EU's longer-term conflict prevention and development programmes, in order to ensure sustainable ESDP missions.*

C: Managing Conflict

1. Key Issues.

For the purposes of the present report, managing conflict and peacebuilding encompasses “all that is needed to help a country move from war to peace.”³⁶ It incorporates amongst other things:

- The establishment of a sustainable infrastructure of human security, which involves putting in place a minimal set of conditions under which a country can take charge of its destiny, and social, political, and economic development become possible.
- The building of legal and human rights institutions, as well as dispute resolution processes and systems.
- Support for reconciliation, institution-building and political, as well as economic, transformation.
- And, more specific to the focus of the present report, the use of environmental cooperation activities such as peace parks, shared river basin management plans, regional seas agreements, and joint environmental monitoring programmes to manage resources.

Non-military conflict refers to major emergencies, including natural and man-made disasters, technological, radiological and environmental accidents, acts of terrorism and accidental marine pollution. Within the EU, this is dealt with in depth by the EU Civil Protection Mechanism³⁷, which facilitates cooperation in these types of interventions in the event of major emergencies and which require an urgent response.

Given the complex dynamics of many contemporary conflicts—where humanitarian, socio-economic, political, human rights, and environmental dimensions are tightly interwoven—a suitable response in terms of managing and terminating armed conflict will require a mix of policy tools, including both civilian and military/peacekeeping measures.

The interpretation as to what constitutes a proper mix of policy tools continues to evolve, and in some ways is fairly controversial. In the context of U.N. peacekeeping, for instance, most missions nowadays are authorized under Chapter 7 of the U.N. Charter, that is, they are authorized to use force.³⁸ One of the most prominent debates concerns

³⁶ UN Peacebuilding Commission (www.un.org/peace/peacebuilding)

³⁷ Established by Council Decision on 23 October 2001, later recast in January 2006.

³⁸ Close to 90 percent of all personnel in U.N.-led peacekeeping operations in 2006 served in missions that were authorized under Chapter 7. In 1993, the share was just 38 percent. Calculated from “Numbers of Uniformed Personnel in Peace Operations at Mid-Year, 1948-2006,” Future of Peace Operations Program, Henry L. Stimson Center, Washington, D.C., undated, supplemental material (online at www.stimson.org/pub.cfm?id=339) to William J. Durch and Tobias C. Berkman, *Who Should Keep the*

“humanitarian intervention”—the notion that a forceful outside intervention may be needed in conflict-wracked, failed states in order to prevent mass killings, expulsions and other human rights violations, or an implosion of society that may have wider regional or even global repercussions. The notion is controversial in part because it contradicts the concept of state sovereignty—one of the fundamental concepts of international relations. But it is also controversial because of suspicions that humanitarian concerns may in some cases be little more than a cover for the pursuit of national power interests.

In her October 2006 Berlin speech, British Foreign Secretary Margaret Beckett posed a distinct challenge to the defence community in general and the military establishment in particular: What role if any should the military play in combating climate change and more particularly, will the role of the military deployed in the event of conflict be altered in any way by dint of the conflict being climate or more generally environmentally driven, as opposed to more traditional forms of conflict?³⁹

As was noted in working group discussions, by the stage of the conflict at which the military are deployed—at least in a traditional combat role, the principal objective of conflict prevention will, by definition, have failed. A more holistic approach to Conflict Management and Peace Building is needed, so that the armed forces are not viewed as the default, or only suitable, tool in the inventory simply because of their readiness profiles, organisational structure and equipment to help in environmental conflict situations. Even so, questions remain whether the military needs to undergo change—training and changes in doctrine—that could make it a more suitable force in the context of environmentally-driven conflicts.

2. Current Policies

The first major reports in response to the security and defence implications of global climate change and environmental degradation more broadly appeared only in 1999: the European Parliament’s Theorin Report, adopted in January 1999 and NATO’s Committee on the Challenges of Modern Society (CCMS) Report on Environment & Security, published in March 1999. Since then, additional work has been undertaken, but not much has changed in practice.

The European Union has in recent years been engaged in a widening series of peacekeeping, monitoring, border assistance, security sector reform, and police missions in several parts of the world. Including recently completed operations, they include missions in the western Balkans, the Middle East, South Caucasus, Africa (DR Congo and Darfur), and Southeast Asia (Aceh/Indonesia).⁴⁰ In several cases, these missions

Peace? Providing Security for Twenty-First-Century Peace Operations (Washington, DC: Henry L. Stimson Center, 2006).

³⁹ Text of Beckett speech at British Embassy in Berlin, <http://www.britischebotschaft.de/en/news/items/061024.htm>.

⁴⁰ For a complete list and details about each EU operation, see www.consilium.europa.eu/cms3_fo/showPage.asp?id=268&lang=EN&mode=g.

work closely with missions led by the UN, NATO, or regional organizations like the African Union (AU) and Association of Southeast Asian Nations (ASEAN).

The missions in the DR Congo, Darfur (in support of an embattled AU peacekeeping force), and Aceh (completed in December 2006) in particular came in response to conflicts that had a strong resource and environmental component:

- The DR Congo has been shaken for about a decade by warfare and instability. Both foreign intervention forces and domestic militias active in this conflict were driven at least in part by the desire to exploit the country's enormously rich mineral deposits and timber resources. The country's East remains a dangerous area, and international attempts to pacify it and establish the rule of law have met with mixed success at best.
- In Darfur, severe droughts and desertification has led to intensified competition between farming and nomadic communities for scarce land and water. The situation has further been aggravated by the Sudanese central government's policy, in response to a rebellion that broke out in 2003, of stoking ethnic rivalries and arming the Janjaweed nomadic militia in divide-and-rule fashion. Despite rising international concern, large-scale killings of civilians continue, and Sudan has opposed the deployment of UN peacekeepers. The search for oil deposits in Darfur—and China's role of being Sudan's leading oil customer—further complicates the conflict.⁴¹
- In the Indonesian province of Aceh, conflict over the area's rich natural gas deposits aggravated existing grievances relating to Jakarta's excessive centralization. While natural gas exploitation and liquefied natural gas (LNG) production in Lhokseumawe has been extremely lucrative for Mobil Oil Indonesia (now Exxon Mobil Indonesia) and power brokers in Jakarta, the Acehnese faced an array of social, economic, and environmental burdens. These inequities led to the emergence of the Free Aceh Movement (GAM) in 1976. The ensuing armed conflict was ended only in 2005, when a peace agreement was concluded in the aftermath of the devastating December 2004 tsunami. An important provision of the agreement entitles Aceh to retain 70 percent of its natural resource revenues.⁴²

However, the EU's involvement in these conflict management efforts has been marked by a focus on relatively traditional security issues. In future efforts, the EU may want to build an explicit environmental component into its conflict management efforts.

⁴¹ Dan Connell, "The Politics of Slaughter in Sudan," *Middle East Report Online*, 18 October 2004; Peter Verney, "Darfur's Manmade Disaster," *Middle East Report Online*, 22 July 2004. Edmund Sanders, "Search for Oil Raises the Stakes in Darfur," *Los Angeles Times*, 3 March 2007.

⁴² *The Acehnese Resistance Movement and Exxon Mobil*, Jeremy Schanck. *ICE Case Studies. Number 85, May, 2001*; Leslie McCulloch, *Aceh: Then and Now* (London: Minority Rights Group International, 2005); Michael Renner, "Unexpected Promise," *World Watch*, November/December 2006.

3. Recommendations

3.1. Integration

Many peacekeeping and other conflict management efforts feature a range of critical dimensions, ranging from military (security sector reform) and political aspects to humanitarian, human rights and development questions. Environmental aspects in particular require a holistic approach.

Recommendation:

- *Environmental issues need to be better integrated into the EU's Common Foreign and Security Policies (CFSP), and Security and Defence Policies (ESDP) decision-making structures. A discussion should be launched in the context of future EU constitutional treaty deliberations.*

In order to establish effective mechanisms to “coordinate the civilian and military elements of the international community’s response to a crisis,” the Barnier Report suggested creating a European Civilian Security Council.⁴³

Recommendation:

- *Establish such a Council, or upgrade the Civilian and Military Cell and the Operations Centre into a European Headquarters for carrying out civil-military missions. It is essential that the environmental-military element be built into these structures from the outset.*

3.2. Strengthen Conflict Management

International crisis management efforts must be improved—in particular, they must be mobilised at an early stage—in order to manage armed conflicts and respond to natural disasters. This will require a smoother transition from peace-support to peace-building operations, from emergency crisis-management to long-term post conflict reconstruction.

Recommendations:

- *Greater prominence should be given to cross community environmental projects (such as those seen in Northern Ireland⁴⁴), to ensure a smooth transition from conflict to post conflict.*
- *There is also a need to integrate environmental aspects into Disarmament, Demobilization and Reintegration (DDR) processes by using environmental projects as part of the social and economic reintegration of ex-combatants into society.*

⁴³ For a European Civil Protection Force: Europe Aid. May 2006.

⁴⁴ EU Programme for Peace and Reconciliation in Northern Ireland and the Border Region of Ireland. Agriculture and Rural Development Co-operation – Cross-border Diversification.

- *The EU might emulate the UK's Post Conflict Reconstruction Unit (PCRU),⁴⁵ which is a good model of strengthening conflict management capabilities. Its role is to provide the UK government and its partners with integrated assessment and planning as well as operational expertise, to deliver better and more effective stabilisation programmes.*

3.3. Assessments

The CCMS Report on Environment and Security endorsed the idea that environmental impact assessments should be broadened to cover “the impact of environmental stresses on social, political and economic conditions and on security.”

Recommendation:

- *Environmental impact assessment mechanisms should become a routine procedure for integrating environmental considerations and security concerns.*

Peacekeepers must be prepared to work in a degraded environment, with low environmental protection standards. They must also be aware that measures to address environmental hazards may in some cases trigger unrest and instability, if they are seen as imperiling social and economic needs.⁴⁶

Recommendation:

- *Include a Rapid Environmental and Health Risk Assessment among peacekeeping teams to assess which threats need to be tackled first and which resources need to be secured.*

3.4. Training

Managing conflicts in which environmental and resource dimensions are prominent will require that peacekeeping and stabilization forces possess adequate knowledge and skills.

⁴⁵ PCRU was established in September 2004 as a joint initiative of the Department for International Development, the Foreign and Commonwealth Office, and the Ministry of Defence. Its work in Afghanistan focuses on supporting the integration and coordination of UK government policy and operations. The Unit facilitated the development of a Joint UK plan for the Helmand province: a major challenge is tackling the opium trade and the associated insecurity.

⁴⁶ In Kosovo, UN Mission in Kosovo (UNMIK) authorities shut down the Zvecan TREPČA mining complex in August 1999 because of its environmental and health hazard. To minimise the political repercussions, some 1,000 Serbian employees retained their employment at UNMIK expense for cleaning up the works, while the remaining 2,200-2,500 workers were given stipends. *Trepča, 1965-2000, A report to LLA by Michael Palairat, Reader in European Economic History, University of Edinburgh, U.K.*

Recommendation:

- *The NATO School at Oberammergau, Germany, offers courses in Environmental Security.⁴⁷ EU member states should similarly provide such instruction in their national training programs.*

The United Nations Department of Peacekeeping Operations' soon-to-be-published "Environmental Guidelines for UN Field Missions"⁴⁸ covers such diverse issues as waste management, hazardous substances, energy conservation, and environmental auditing.

Recommendations:

- *The EU should ensure that missions under its own authority develop a comparable set of guidelines for peacekeeping forces.*
- *Similarly, the training of local police officers must include environmental crime and environmental protection modules. OSCE police academies—set up in a range of the organization's field missions—can serve as an example for setting up training facilities.*

Efforts to terminate conflicts that are fuelled by illicit resource exploitation will likely require an effective environmental policing system to prevent unauthorized extraction operations or shipments.

Recommendations:

- *For missions under its authority, the EU needs to ensure that military or police forces deployed in the field have proper authority to take enforcement measures against illegal logging or other illicit resource ventures.*
- *EU police forces deployed in the field must have appropriate knowledge of environmental protection legislation and enforcement.*

⁴⁷ "Environmental Protection for Military Forces Course". Aim: To familiarize officers, NCOs and civilian personnel with basic environmental terms and concepts, environmental policy, hazardous materials, sources of noise, ground, air and water pollution, environmental assessment tools, environmental law and environmental protection in various military settings. The course also provides instruction on methods to reduce or avoid damage to the environment in accordance with applicable environmental legislation and regulations.

"Environmental Planning for NATO-Led Operations and Exercises Course"

Aim: To enable experienced operational planners, environmental officers and civilian personnel to integrate environmental considerations into operational planning. The students will become familiar with the aims and objectives of NATO's environmental policy and their application to environmental security concerns. The course instructs them on the lessons learnt during recent operations.

⁴⁸ DPKO Guidelines; Director Logistics Support Division, OMS/DPKO.

3.5. Funding

Funding for EU conflict management missions must be adequate, continuous, and cover environmental aspects of such missions.

Recommendations:

- *Within the 2008/9 EU budget review, consideration should be given to the feasibility and desirability of establishing a permanent strategic contingency reserve at the EU level to meet the operational costs of crisis interventions.*
- *There is a need for flexibility of funding because the earmarking of funds by activity or geographical locations under complex emergency conditions is a major additional burden for the designers and managers of integrated programs.*

D: Recovery and Transition

1. Current Issues

Understanding the environment, development, and security nexus is increasingly becoming imperative to succeed in achieving a sustainable peace in countries emerging from conflict. This section explains the interrelations among these dimensions with a view toward post-conflict stabilization and peacebuilding.

1.1. Environmental impacts of war and reconstruction

War has an enormous effect on humans and on the natural environment, both in direct and indirect ways. Unfortunately, the environmental impacts from a conflict do not end when a peace agreement is signed. In fact, if environmental considerations are not taken into account, it is possible that greater environmental impacts occur during reconstruction than during the conflict itself. In most cases, the post-conflict setting represents a period of “hyper-development”, when on average 6 to 20 times more overseas development aid is received per capita than during a “normal” development year. As a result, governments, international agencies, and non-governmental organizations are under tremendous pressure to deliver projects at a rapid pace, while providing instantaneous and visible results. Given the accelerated demand for materials such as timber, environmental matters often take a back seat to humanitarian and reconstruction needs, as well as security concerns. However, if not properly addressed, environmental issues have the potential to create new inequalities and grievances, contribute to human insecurity and vulnerability, and ultimately undermine the reconstruction process.

1.2. Assessment

Conducting a post-conflict environmental assessment is the first step for identifying priorities and mainstreaming environmental needs within the peace building process. Post-conflict assessments should be conducted in a holistic manner and encompass environmental risks to security, health, livelihoods and ecosystem services. Assessments should consider the impacts and risks caused by the conflict as well as analyze how natural resources triggered or extended the conflict and contributed to the conflict economy. At the same time, the assessment should also identify the chronic environmental problems that existed prior to the outbreak of hostilities and the potential environmental pressures that could be generated during the reconstruction process. The existing level of institutional capacity to address these risks among key governmental, private sector and civil society actors is an important component of this process. Current international efforts in conducting post-conflict environmental assessments are chiefly led by UNEP’s Post-conflict Branch. (See 2.2 below)

1.3. Environmental Dimensions of Post-conflict Peacebuilding

‘Peacebuilding’ is not an activity or set of activities, but rather a framework or goal that should impose coherence and purpose, especially in the early period of post-conflict interventions. The ultimate goal of all political, military, humanitarian and developmental interventions in a post-conflict country, the peacebuilding process aims to strengthen viable political, socio-economic and cultural institutions capable of mediating conflict, and to strengthen other mechanisms that will either create or support the necessary conditions for sustained peace.

In general terms, the peacebuilding process is divided into two phases. ‘Conflict stabilization’ begins following a peace agreement. It involves those actions that expressly and purposefully aim to address conflict risk and minimize the chances of short-term reversion to violent conflict. During this period, priority investments are made in security measures, disarmament, demobilization, and reintegration of ex-combatants, immediate employment generation and meeting urgent humanitarian needs. Direct environmental risks to human health or security should also be addressed in order to avoid further human displacement or local level conflict. Interim governance structures for managing high-value natural resources should also be established to prevent them from constituting an ongoing source of conflict.

Once stabilization has been achieved, the period of ‘conflict transformation’ begins. This involves those actions that purposefully aim to create the longer term conditions conducive to re-establishing the foundations necessary for beneficial development. Investments are made in strengthening government capacity and reforming institutions, conducting elections, building infrastructure, and offering basic services. During this period, environmental investments should be made in developing policies, laws and institutions, establishing environmental baselines and information management facilities, and conducting environmental impacts assessments of major investment projects. Capacity for environmental management should be built across key Ministries.

Post-conflict reconstruction efforts must also focus on actions to eradicate poverty, injustice, and inequality. Restoring the environment is a vital element in reviving the livelihoods of poor communities affected by conflict. They are most directly vulnerable to environmental degradation, such as desertification, water pollution and scarcity. (See Pekaa Havisto, 2006 presentation in EP Symposium⁴⁹)

2. Current Efforts

The following is an overview of a number of EU, international and national agencies and initiatives focusing on the post-conflict rehabilitation and recovery. These show examples of best practices in the area of post-conflict rehabilitation. A full overview is

⁴⁹ Summary Report of the GLOBE-EU / IES Symposium on Sustainable Development and Security, 31 May 2006. <http://www.envirosecurity.org/ges/symposium/SDSSymposiumSummaryReport.pdf>

available in the IESPP report published by IES, 2006⁵⁰.

2.1. The European Union

Some of the initiatives of the EU which are particularly relevant to environmental aspects of post-conflict recovery and transition are the following:

- **EU Action Plan for Forest Law Enforcement, Governance and Trade (FLEGT)**⁵¹

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, is closely associated with corruption, and fuels a cycle of bribery and graft that ultimately curtails growth and prosperity in the developing world.

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)⁵². The European Parliament motion on the FLEGT action plan was adopted in February 2004. 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.

- **EU Energy Initiative for Poverty Eradication and Sustainable Development**⁵³

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 commitment by the EU Member States and the Commission to give priority to the important role of energy in poverty alleviation.

The Initiative is a framework for policy dialogue with developing countries, supported by the Commission and Member States. It is intended to 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. Through the Initiative, the EU hopes to help maximise energy efficiency and use of renewable energy (including traditional biomass) in developing countries.

⁵⁰ Inventory of Environment and Security Policies and Practices: (IESPP): An Overview of Strategies and Initiatives of Selected Governments, International Organisations and Inter-Governmental Organisations, IES, The Hague, 2006. See: <http://www.envirosecurity.org/ges/inventory/>

⁵¹ Source: http://ec.europa.eu/comm/development/body/theme/forest/initiative/index_en.htm

⁵² 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

⁵³ Source: http://europa.eu.int/comm/development/body/theme/energy/initiative/index_en.htm

▪ **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)**.⁵⁴ 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 recommendations for the integration of the environment during preparation of the **Country Strategy Paper (CSP)** for a beneficiary country.⁵⁵ The CSPs (along with **Regional Strategy Papers** or RSPs) can be particularly important with regard to the linkages between development and security concerns.

▪ **EC Study on Inter-linkages between Natural Resources Management and Conflict**

The results of a European Commission study on the inter-linkages between natural resources management and conflict in the European Commission's external relations are expected in early 2007. The study is to provide recommendations to the European Commission, 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; and
- **identify the unexplored potential of existing external partnerships and examine the scope for future external synergies.**

2.2. The United Nations

▪ **UNEP Post-conflict Branch**

The Branch is one of the leading agencies that assesses and address the environmental consequences and the related economic and social implications of war and conflict. Once a post-conflict country requests an environmental assessment of conflict, this office undertakes an assessment that involves: initial investigations to assess the specific human

⁵⁴ A "tool box" with detailed guidelines on preparing Country Environmental Profiles (CEPs) that are part of the overall CSP is 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>.

⁵⁵ Also important are the **Check-List for Root Causes of Conflict** and the continually revised **Watch List of Priority Countries** (countries where there is a serious risk of conflict).

and environmental risks; providing recommendations for effective reconstruction; building local capacity through training programmes; mobilizing international support through cooperation with humanitarian as well as environmental institutions to ensure that environmental considerations are incorporated into rebuilding processes.

▪ **UN Peacebuilding Commission**⁵⁶

The Peacebuilding Commission will marshal resources at the disposal of the international community to advise and propose integrated strategies for post-conflict recovery, focusing attention on reconstruction, institution-building and sustainable development, in countries emerging from conflict (see also Group C report)

2.3. The World Bank

▪ **Conflict Prevention and Reconstruction Unit**

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 optimising 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)** to address the complexity of the links between conflict and development programming. Effectively a grading system for assessing projects which may negatively impact on countries that are conflict-prone, the CAF is composed of six categories of variables that affect conflict or are affected by it.

One of the tools generated recently is 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). Three pre-conditions were identified for ensuring the success of such SEAs in conflict zones: mainstreaming environmental issues, creating trust among all relevant stakeholders, and ensuring that key stakeholders are not put at risk in often volatile post-conflict situations.⁵⁷

⁵⁶ <http://www.un.org/peace/peacebuilding/>

⁵⁷ 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 Unit 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)

- **Peace and Conflict Impact Assessment Handbook**

The “Peace and Conflict Impact Assessment Handbook” was prepared in 2005 by the Conflict Prevention and Post-conflict Reconstruction Network of multilateral and bilateral donors.⁵⁸ The Handbook provides sets of tools for conducting peace and conflict impact assessments and for identifying and designing conflict-sensitive options and programmes.

- **Post-Conflict Fund (PCF)**

The Post-Conflict Fund (PCF) was established in 1997 to enhance the World 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, PCF was engaged in 37 conflict-affected countries. Between the 1998 and 2005 fiscal years, the PCF has approved more than \$70 million in grants.⁵⁹

2.4. Other Multilateral Institutions and Initiatives

In addition to ENVSEC and the Kimberley Certification Process (which were discussed in sections A: 2.3. and B: 2.1., respectively), the following initiatives bear mentioning:

- **OECD DAC Fragile States Group**

The Group works to shape a consensus on how to design and implement policy approaches that are tailored to the specific needs of fragile states. It fosters coordination between bilateral donors and multilateral donor organisations in addressing the need to improve their engagement in fragile states.

- **NATO Disaster Response**

Created in 1998, the Euro-Atlantic Disaster Response Coordination Center is NATO’s primary disaster relief unit. It has provided assistance to countries such as Romania, Georgia and Bulgaria in the wake of massive floods, to Portugal to deal with massive forest fires, and to the United States following the devastation of hurricane Katrina.

⁵⁸ See: www.cprnet.net

⁵⁹ 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>

3. Policy Recommendations

In general, we recommend that post-conflict reconstruction and rehabilitation efforts should be carried out within a sustainable development perspective. Emphasis should be put on transparency, participation and access to information in general, and in particular with regard to the environment and the management of natural resources.

3.1. General Recommendations to the EU

The EU needs a post-conflict policy which better integrates environment at the EU policy, programme and project level. In particular, environment and security aspects could be elaborated in the European Common Foreign and Security Policies (CFSP), in EU development cooperation policy, and in the Regional and Country Strategy Papers / Regional and Country Environment Papers.

Recommendations:

- *Member states should lend strong political and financial support to the existing tools, initiatives and activities that are relevant to post-conflict recovery.*
- *MEPs and national MPs should, in general, draw the attention of the other branches to the environment and security aspects of post-conflict situations.*
- *With regard to the **EU institutional level**, the EU should continue to include environmental considerations within the public administration reform programme. It should continue to stress as well the need for green procurement. Environmental audits would be effective for evaluation of the impact of projects. It is also important to undertake awareness-raising for programme managers and those involved in post-conflict rehabilitation projects.*
- *The EU could explore opportunities for policy convergence between EU and member states via a coordination structure. One area that may lend itself for this purpose is the Regional and Country Strategy Papers and Country Environmental Profiles.*
- *The environment needs to be treated both as a cross-cutting issue and at the same time as a separate sector.*
- *The EU could seek leverage in setting conditions for multi-donor trust funds and in screening of software and hardware projects.*

3.2. Specific Recommendations

Additional, more specific recommendations are grouped according to major phases, aspects, and actors in the recovery and transition process.

3.2.1. Post-conflict Environmental Assessment

Assessment of environmental damage is the first step to launch effective rehabilitation and recovery projects and to understand the causes of conflict. Specific assessment tasks include environmental linkages to conflict (definition of conflict resources), environmental impacts of conflicts, analysis of pre-existing, chronic environmental problems as well as future pressures on natural resources. Remote sensing/GIS technologies play an important role in this context.

Some effort needs to be directed towards building the capacities of post-conflict states so they are able to take a leading role in managing and overseeing assessments of conflict environmental impacts as well as post-conflict rehabilitation and reconstruction impacts.

Recommendation:

- *EU Member states and the European Commission should continue to lend their support to the work already being done, such as GMES (see A: 2.4.) and UNEP's Post-conflict Branch, and to include representatives of GMES and of similar organisations in the post-conflict planning phase.*

3.2.2. Post-conflict Reconstruction Planning

In post-conflict situations, a holistic and integrated approach to recovery and rehabilitation is needed which includes responses to environmental challenges. Special emphasis should be given to mainstreaming postconflict-environment-poverty efforts.

Current efforts by the Commission, such as country environmental profiles and country strategy papers are going in this direction. A case of point is in the Commission's approach taken with the UN agencies in conceiving the "Country Assistance framework" for the Congo.

Recommendation:

- *The Commission should ensure the inclusion of the environment in post-conflict rehabilitation Country Assistance frameworks as in the case of Congo.*

3.2.3. Peace-building

Being trans-border in essence, of concern to all levels of society and requiring a long-term perspective, the environment has already shown that it can be a powerful tool for peace-building. Several cases show the role of environmental cooperation in peace building and confidence building between warring parties.

Recommendations:

- *The EU (member states, COM, CFSP) should increase political and financial support for environmental peace-building initiatives;*
- *The EU (CFSP) and individual members states should advocate environmental peace-building in fora such as the UN Peace Building Commission (and the Security Council);*
- *The EU should consider going beyond the existing fields of environmental cooperation (rivers, biodiversity, regional seas) and support environmentally sustainable cross-border energy projects;*
- *The EU should consider the example of the Sava River Agreement and promote similar agreements in other post-conflict scenarios, providing the guidance based on the solid “acquis communautaire”.*

3.2.4. Management of Conflict Resources in Post-conflict Situations

Tools (for example, licensing systems) and strategies (for example, independent monitoring and capacity building on good governance) are needed for creating ‘more effective, equitable, and transparent systems of resource management by the government, while ensuring benefits for those civilians who are dependent on resource exploitation’. It is also important to ‘include new regulations and legislation on corporate engagement in natural resource industries to minimize corruption and impede ‘rogue companies’ from undermining fragile peace’. (See Report Wilton Park Conference, 2003⁶⁰)

The EU’s action plan FLEGT, for which arrangements are being negotiated with three African countries, represents such a model for governance of resources, which can also be applied to mineral extraction (e.a. uranium, coltan).

Emphasis should be given to strengthening law enforcement and judicial systems in post-conflict countries as a way to prevent future resource-related conflicts. For instance, it is important to include environmental crime and environmental protection modules in the training of local police officers. The OSCE Police Academies can serve as an example for setting up Police training facilities.

Recommendations:

- *The Commission should not only ‘pick the low hanging fruits’ but also consider negotiating FLEGT agreements in step with getting other governance measures in place.*
- *New mechanisms aimed at certification and traceability of natural resources should be conceived and negotiated within the EU, in order to overcome the*

⁶⁰ <http://www.wiltonpark.org/documents/conferences/WP725/pdfs/WP725.pdf>

limitations due to the voluntary character of FLEGT. Those mechanisms should include legal and financial instruments to be enforced by importing countries.

- *Capacity building programmes should be included in the negotiation of extractive sector transparency agreements especially in regard to improving revenue management, resource pricing, accounting, reporting and auditing*

3.2.5. Role of the Military in Post-conflict Clean-up and Monitoring of Resources

Military-related resources should continue to be used to restore the environment destroyed by armed forces, including clearance of landmines and UXO, development of environmentally sound technology for the destruction of weapons, adequate monitoring of nuclear, biological, and chemical weapons stocks, nuclear waste, and missile fuel.

There is also a need for joint planning to achieve better interaction of military and civilian operations in post-conflict and peace-building operations. The Civil-Military Cell within the EU Military Staff is one example for achieving better coherence. Along these lines, joint military-civilian training could enhance interaction and foster joint planning. The OSCE Operations Unit, for example, could provide expertise on field operations deployment⁶¹.

Peacekeeping troops must be prepared to work in a degraded environment, with usually lower environmental protection standards. There is a need to include a Rapid Environmental and Health Risk Assessment to assess which threats need to be tackled first and which resources need to be secured.

Disarmament, Demobilisation and Reintegration (DDR) of troops and combatants should include programmes on sustainable resource management.

Recommendations:

- *The EU should take into account the issue of reintegrating combatants and providing troops with basic salaries as a measure to minimize the illegal exploitation of natural resources.*
- *The EU should consider the notion of international peacekeeping forces playing a role in monitoring and/or managing conflict resources. It is recommended that they be trained as appropriate (cf. UN initiative « Fighting green »)*

⁶¹ The Operations Unit in the OSCE Conflict Prevention Centre acts as the primary point of co-ordination for operational planning within the OSCE Secretariat. The Unit provides the framework for the initial build-up and management of future field deployments, enhancements, downsizings and closures. It also ensures close co-ordination with international partner organizations on issues directly linked to operational activities.

3.2.6. Role of the Business Sector

Post-conflict reconstruction could be a lucrative opportunity for corrupt persons in both the private and public sectors. This is often ‘marred by weak government structures, thriving black markets, a legacy of patronage, the sudden influx of donor funds, and the need to buy the short-term support of former combatants’.⁶²

Recommendation:

- *The EU should promote corporate social responsibility among European investors in post-conflict situations (esp. in water distribution, infrastructure and extractive activities).*
- *The EU Member States should consider carefully their state export guarantees to post-conflict countries, especially those with natural resources.*
- *The EU should support private-public partnerships (PPPs) in projects concerning the environment with the appropriate safeguards.*

3.2.7. Role of Civil Society and Local Actors

When supporting post-conflict rehabilitation, it is essential to adopt a bottom-up approach and consider the role of local actors in rehabilitation and long term institution-building. Engaging with local actors creates a sense of ownership of rehabilitation initiatives and ensures the continuity and sustainability of these initiatives.

During the post-conflict rehabilitation phase, it is vital to install a mechanism that ensures the transparency of funding and management of post-conflict projects and guarantees that post-conflict aid goes to the neediest. The mechanism should clearly state to whom donors and managers of post-conflict projects are accountable. An important role, here, should be given to civil society organisations and to representatives of local communities.

It is also important to improve the access of civil society to environmental information, and to provide for appropriate training for environmental management and empowerment.

Recommendation:

- *The EU should continue its support to civil society organizations for their important role in ensuring the continuity of projects and in holding governments accountable especially in relations to post-conflict rehabilitation projects and programmes.*

⁶² See Transparency International (2005) Global Corruption Report 2005. London: Pluto Press & TI. p.3