



Environment and Security Initiative Addressing Environmental Risks and Promoting Peace and Stability

The post Kiev process

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1. Introduction

At the upcoming fifth Ministerial Conference “Environment for Europe” in Kiev in May 2003, two major products of the first phase of the *Environment and Security Initiative* will be presented to a broader audience. First, a report on environmental stress affecting human security in Central Asia and South Eastern Europe, providing maps and analysis on major environmental risks as well as recommendations for enhanced cooperation between, within and among states. Second, a report on Environmental Governance in Central Asia, specifically focusing on the socio-economic dimension of the environment and security linkages and identifying capacity building needs in the area of policy development and implementation, policy making, institution building and legal development in the region. The following paragraphs provide a brief outline on how we plan the further development of the Initiative beyond the Kiev Ministerial Meeting.

This outline starts from the perspective that the partners will continue to further develop this Initiative into a broader policy programme, which might expand to a Type II Partnership on “Environmental Peace Making”. The Initiative is designed to provide a coherent structure based on its key areas of activity: (1) vulnerability assessment and monitoring of environment and security linkages, (2) policy development and implementation, and (3) institutional development, capacity building and advocacy. These are reflected as the columns of table 1, which frame several independent modules. The tasks of the table can be adapted to integrate new projects and partners. While this outline is a working document and must be considered as a provisional paper at this stage, it represents a common understanding of the current project partners.

2. Rationale of the Environment and Security Initiative

There is a growing understanding that the fact of rising resource scarcity and degradation of natural systems, pose substantial threats to security for many countries, especially those facing transitions into market economies. Ensuring economic development will intensify pressure on natural resources, unless mechanisms are put in place in advance to manage such transitions. Environmental factors can, in some instances, deepen divides. At the same time, the environment itself can be dramatically affected by conflict. On the other hand, it is now recognized that actions, which reduce environmental stress, guarantee access to vital resources and remove economic incentives for conflict, present opportunities for enhancing cooperation and building sustainable peace. Environmental cooperation can strengthen mutual trust and be a basis for deeper peace-building.

This long term oriented Initiative has been successfully initiated by the facilitating institutions with regional workshop in Belgrade for South-Eastern Europe in December 2002 and in Ashgabad for Central Asia in January 2003. Representatives from government agencies, civil society groups and academia have been actively engaged in this consultative effort. The Initiative is characterized by:

- three international institutions cooperating in a long term effort, with a view towards other agencies joining this Initiative;
- reaching beyond purely academic exercises and consulting with stakeholders in the region on the results of our analysis, both from government and civil society, creating credibility and ownership of the Initiative;

- overcoming disciplinary borders and integrating environmental, economic, social, security and institutional aspects;
- combining analytical, geographic and communication skills to address policy makers at various levels; and
- fostering practical implementation of policies, which adequately address environment and security linkages in vulnerable regions.

3. Focus and aims of the Initiative

Cooperation towards sustainable and equitable management of the environment can build bridges across boundaries and between peoples. This Initiative seeks to facilitate a collaborative process whereby key public officials and development partners are able to motivate cooperative environmental action to address the links between environment and security, through compelling graphical representations and consultation.

The main goal for the post Kiev period of this Initiative are to:

- improve the methodology to map environmental risks to security and conduct integrated regional assessments of vulnerability to environmental stress posing threats to security;
- identify areas and means to foster environmental cooperation within, between and among states to overcome political, economic, ethnic and historic tensions thus contributing to peace and stability;
- integrate environmental considerations into foreign and security thinking and policymaking and – vice versa – integrate provisions for early warning and conflict prevention into sectoral policies such as environmental policy;
- focus capacity building efforts by multilateral and bilateral donors on addressing areas and issues prone to tensions and threats to security, or open to cooperation; and
- further develop this Initiative after its successful pilot phase from September 2002 to May 2003 into a two or three year full program.

To achieve these aims, this initiative seeks through regional consultations, policy dialogues, stakeholder involvement and inter-institutional cooperation to:

- raise awareness of the linkages between environment and security and fostering policy integration in the related areas;
- discuss the implications of environmental change for human security and regional stability with governmental and non-governmental stakeholder groups and to identify opportunities for transboundary cooperation to promote sustainable development, peace and stability in these regions;
- use the mapping of risks as well as needs and opportunities for environmental cooperation as part of an integrated assessment and consultation dialogue in the respective regions to improve sustainable resource management, crisis prevention and peace promotion;

- create networks among stakeholder groups in these countries to promote environmental cooperation and foster sustainable development as a tool for confidence building and regional stability; and
- facilitate a platform for cooperation among the institutions involved with other important institutions in the field, such as the United Nations Economic Commission for Europe (UNECE) and NATO's Science for Peace Program, and the OECD Development Assistance Committee; and further develop the Initiative into a Type II Partnership on "Environmental Peace Making – Mitigating Environmental Risks and Promoting Peace and Stability through sustainable development and environmental cooperation".

The table 1 provides a preliminary overview on the post Kiev activities of the *Environment and Security Initiative*.

4. The three core elements of the Initiative

The Initiative is basically structured in three distinct but interlinked pillars, dealing with a) vulnerability assessment and monitoring, b) policy development and implementation, and c) capacity building and institutional development. Each of the pillars contains a variety of modules with specific project activities, which are not exclusive and can be added to at any point. The different modules strengthen each other and are best completed according to the comparative advantage and experience of the respective participating institution. They are encouraged to cooperate on each of the activities to increase inter-institutional cooperation, a key characteristic to this Initiative.

A vital sign of cooperation among the three organisations is the joint publication of UNDP, OSCE and UNEP "Addressing Environmental Risks in Central Asia – Risks, Conditions, Policies, Capacities" which has been commissioned by UNDP. This report is embedded in the Environment and Security Initiative and also to be presented at the fifth Ministerial Conference 'Environment for Europe' in Kiev. It intends to improve our understanding of the complex linkages between the degradation of natural resources, relevant socio-economic conditions and tensions or even violent conflicts.

Vulnerability Assessment & Monitoring	Policies Development & Implementation	Capacity Building & Institutional Development
<p>Continue the assessment and mapping exercise for the two pilot regions (South Eastern Europe and Central Asia) through consultation and dialogue with stakeholder groups</p>	<p>Integrate provisions for conflict prevention and peace promotion into policies and programs of participating organizations of the Initiative (such as policy programs, declarations, guidelines)</p>	<p>Facilitate regional and national programs and projects to strengthen social and institutional capacities to address threats to security, triggered or accelerated by environmental stress</p>
<p>Apply assessment and mapping tools to vulnerable</p> <ul style="list-style-type: none"> • Geographic regions (Caucasus, South-East Asia, Africa, Latin America) or countries (such as Tajikistan, Turkmenistan, Colombia, Niger) • Eco-regions (such as river basins Amur Darya, Sur Darya, Tiza, Sava, Meso-American Corridor) • Issue areas (such as poverty-environment-security, population-environment-security, agriculture-environment-security) • Sectors (such as water-security, hazards-security) 	<p>Link the Initiative with other</p> <ul style="list-style-type: none"> • Assessment programs (such as the World Water Assessment, Transboundary Freshwater Database State Failure Task Force, etc.) • Relevant networks and policy programs (Water for Life (EU), Conflict Prevention Network (CPN), GMES (EU JRC), Environmental Change and Security Project – ECSP (Woodrow Wils on Center), Environment, Development & Sustainable Peace (EDSP), etc. 	<p>Capacity building in governmental and non-governmental sector:</p> <ul style="list-style-type: none"> • Improve knowledge, assessment, monitoring and reporting capacities • Strengthen capacities of civil society groups and build national and regional constituencies • Improve access to information and justice in environmental matters • Initiate twinning projects (donor and recipient countries) on environment and security linkages
<p>Promote vulnerability assessment, early warning and monitoring of regions ‘at risk’ through</p> <ul style="list-style-type: none"> • Development of appropriate indicators • Establishment of an integrated database • Establish a long-term monitoring system • publications and dissemination • training and education • consultation and dialogue 	<p>Raise awareness of environment and security linkages and foster inter-institutional cooperation through the presentation and discussion of conclusions and recommendations to</p> <ul style="list-style-type: none"> • International and regional institutions (such as UNFCCC, CBD, CCD, UNEP Governing Council, OSCE Economic Forum, OSCE Ministerial, etc.) • National and multilateral donor agencies • National governmental authorities • International NGOs 	<p>Develop and conduct training programs on</p> <ul style="list-style-type: none"> • Transboundary Environmental Management and Sustainable Resource Management in remote or conflict prone areas • Policy planning and policy integration • Integrated assessment methodologies (such as peace and conflict impact assessments) • Strengthening formal and informal conflict prevention and dispute resolution processes over natural resources, including through mediation, legal mechanisms etc
<p>Foster Regional Stakeholder Dialogues on</p> <ul style="list-style-type: none"> • Information sharing and data exchange • Knowledge networking • Indicator development • Monitoring and early warning mechanisms • Donor coordination 	<p>Promote policy integration through provisions and mechanisms for integrating</p> <ul style="list-style-type: none"> • Risk/conflict assessment into MEAs (such as UNECE conventions, UNFCC, CBD) strategic environmental assessments, sustainability impact assessment, national/regional environmental policy programs, and sectoral strategies) • Sustainable resource management and transboundary environmental cooperation in conflict prevention and peace building strategies, Peace and Conflict Impact Assessments, Conflict Prevention Strategies 	<p>Policy learning mechanisms through workshops with</p> <ul style="list-style-type: none"> • Donor Agencies on Assessment Methodologies and Policy Integration • Regional workshops government representatives on integrated policy planning and institution building

4.1. Vulnerability assessment and monitoring

Within the first phase of this Initiative until the Kiev Ministerial Meeting in May 2003 we have used maps and case analysis for a comprehensive assessment of environmental problems that bear security risks and use them to communicate areas of concerns (or hot spots) to policy makers and stakeholders in civil society. Our two case study regions were South Eastern Europe and Central Asia. We assume that we have added through our exercise new insights in yet underestimated socio-economic implications of environmental stress, which may lead to threats to security and severe political, economic and social tensions. We also intended to pinpoint areas of cooperation within and among states to improve sustainable development as a tool for confidence building, which is not yet sufficiently explored.

In the second phase, the assessment methodology and process needs to be evaluated against the background of other assessment projects and how the brochure has been received by policy makers and experts at the Ministerial in Kiev. There might be the need to improve the mapping concept, especially with regard to the relation between graphic information and analysis and generally versus the provision of specific information and recommendations. The methodology will be improved by combining the mapping exercise with case study analysis and involving local experts in the assessment process.

The results of the mapping exercise are to be communicated back to region with follow-up workshops in South-Eastern Europe and Central Asia to follow later in 2003. Building on the comparative advantage of the facilitating organizations with field presence in each of the regions, will allow us to establish regional and local networks of stakeholders, create ownership of the project and start developing policy programs and measures to effectively address the risks identified.

Additional options may be developed to transfer the concept used to other regions, especially those where UNEP's environmental outlook activities have already started or have recently been completed, such as the Caucasus or Central America. It may also prove to be necessary to focus on specific countries which are most prone to security implications of environmental stress or require particular attention with regard to fostering transboundary environmental cooperation. Finally, it might be an option to concentrate on specific regional, national or local hot-spots, which deserve special attention, such as the Farghana Valley, the Amu Darya and Syr Darya or the rivers Tiza and Sava.

Vulnerability assessment, development of appropriate indicators, setting up of an integrated database and the establishment of a long-term monitoring system are to be facilitated and promoted. Targeted publications and dissemination strategies, training and education will support consultation and dialogue. Regional stakeholder dialogues will initially concentrate on information sharing, data exchange, knowledge networking and indicators for early warning. The monitoring system will also allow us to monitor progress of the initiative and environmental threats to security addressed.

4.2. Policy development and implementation

The *Environment and Security Initiative* should regularly present its findings and preliminary conclusions obtained from the mapping exercises, based on discussions in Kiev and consultations with other agencies, to a broader policy audience. Raising awareness for environment and security linkages and agreeing on areas for further environmental cooperation will key to this Initiative. Relevant conclusions and

recommendations may be put forward on the international agenda to promote integrated assessment methodologies, inter-institutional cooperation and policy integration. Integrated assessments need to become part of existing frameworks of multilateral environmental agreements, such as the UNFCCC and CBD. The UN ECE environmental conventions, specifically addressing the transboundary nature of sustainable resource management and environmental protection, will play a crucial role in this regard.

Other organizations need to be encouraged to either promote or participate in the second phase of the Initiative, namely the OECD (DAC), EU and NATO. They may join the project or pick up or add special modules (either regional or substantial).

One of the major shortcomings in integrating environmental concerns in conflict prevention and mediation efforts (and vice versa), is the lack of transfer of knowledge and institutional policy learning. This basically refers also to the problem of integrating general findings on transboundary environmental cooperation and peace promotion measures into multilateral and bilateral donor activities. The *Environment and Security Initiative* will help to transfer these general findings to the policy development of donor agencies and their projects.

Policy integration is a major challenge to develop a coherent governance structure which allows addressing the environment and security linkages. Several donor activities in these regions in the past have demonstrated the need to promote and support policy integration through provisions and mechanisms for risk/conflict assessment into multilateral environmental agreements (such as UNECE environmental conventions or UNFCCC, CBD) as well as strategic environmental assessments, sustainability impact assessment, national and regional environmental policy programs, and sectoral strategies (public health, agriculture). On the other hand sustainable resource management practices and transboundary environmental cooperation efforts need to be integrated in conflict prevention and peace building strategies, peace and conflict impact assessments and conflict prevention strategies.

4.3. Capacity building and institutional development

Integrated assessment (maps and case analysis) and the analysis of environmental governance (so far in Central Asia) will allow us to identify areas where immediate or long term assistance is needed in terms of capacity building. There is a wide range of possible areas, such as improving capacities:

- In national administration to prepare for integrated policy making on environment, development, social, foreign and security policy (where necessary);
- in the scientific community to introduce applied and integrated research;
- to combine natural science and social science (and strengthen social science);
- for regional cooperation among these countries on very specific subjects (mainly starting with areas which are less controversial, e.g. biodiversity protection);
- supporting the process to implement the rule of law;
- in participatory processes in decision making;
- in policy monitoring and evaluation; and for implementation and enforcement.

The Environment and Security Initiative should therefore suggest specific training programs on transboundary environmental management (with a specific focus to water

cooperation and nature conservation efforts), sustainable resource management in remote area or areas which are most prone to conflicts and tensions, conflict prevention and mediation techniques as well as policy integration mechanisms. A primary aim of respective capacity building efforts will be to facilitate regional and national programs and projects to strengthen social and institutional capacities to address threats to security triggered or accelerated by environmental stress. Workshops with donor agencies through donor roundtables or within the existing mechanisms of the OECD donor coordination in the DAC may allow to transfer the knowledge gained in this Initiative.

Consultation processes play a crucial role in this project. The results achieved so far need to be communicated to the SEE and CA countries. As an initial step, the report prepared for the Ministerial Conference in Kiev will be circulated to the participants in the regions. OSCE and UNDP offices may facilitate smaller national workshops, elaborating on results and discussing them. To keep a uniform format and make the results compatible, these national consultations will follow standardized guidelines (with questions to be addressed) to be developed by the project partners. National (rather informal) consultations with the workshops from the previous consultations in SEE and CA will allow for improving the network and build national representatives around the project. National NGOs and policy makers should contribute to the exercise by basically commenting on the problems and processes displayed in the maps and the preliminary analysis.

5. The Initiative's governance structure and outreach activities

One of the major benefits of this Initiative is the possibility of bringing together the various institutions in the field and to provide a platform for cooperation and coordination. This project is best suited to serve as an umbrella for various activities around the environment and security linkages. Several of the topics and tasks identified may be included as separate but coordinated tasks and projects and independently implemented and funded. Regional and international institutions with specific mandates may take the lead in taking up individual modules or add their activities to the *Environment and Security Initiative*. The umbrella function may result in a Type II Partnership on "Environmental Peace Making - Mitigating Environmental Risks and Promoting Peace and Stability through Sustainable Development and Environmental Cooperation", jointly conducted by several international organizations, national governments and non-governmental groups.

The current informal cooperation of the three founding organizations UNEP, UNDP and OSCE will be formalized by signing of a MOU which will set the areas and modalities of cooperation as well as the responsibility of each organization in implementation of the Initiative. Other institutions may join the Initiative at a later stage on the basis of their substantial contribution to the activities of the Initiative. UN ECE, NATO, the European Union and the REC will be invited to join and participate inter alia through participation to the Initiative's advisory committee. Along with this formalization of cooperation the governance structure of the Initiative will be strengthened. The existing Steering Committee will be converted into two committees, first an advisory committee, which will encompass a broad participation of related cooperating institutes, individuals and NGO's, and second a project management board which will be responsible for overall decision makings. The advisory group meets every six month for a two days meeting to discuss the related issues and provide policy advices and suggestions to the project management board. A project manager will be in charge of planning the meetings, coordination of activities among the institutions involved and the day to day running of the secretariat of the Initiative.

Table 2: activities (to be completed by the respective participating organizations):

In the course of the project, participating organizations may add or select activities (either single projects or comprehensive programs), which are appropriate to achieve the goals of this Initiative and meeting the demand of the recipient region or country. This list has to be further improved to include details on annual budget allocation, beneficiary, scope, etc.

	Activity	Region/ sub-region	Lead agency	Cooperating agencies	Budget	Duration
Vulnerability Assessment & Monitoring						
Policy development & implementation						
Capacity building & institutional development						