

II-L. Profile of the United Kingdom¹

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1. The Environmental Security Agenda in the UK

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

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

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

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

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

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

⁴ See CSR announcement – 19 July 2005 -

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

Global Security

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

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

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

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

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

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

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

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

Energy Security and Climate Change

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

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

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

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

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

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

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

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

Poverty Reduction

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

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

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

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

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

¹⁰ See <www.sternreview.org.uk>

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

¹² Ibid.

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

Sustainable Development

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

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

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

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

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

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

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

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

¹⁶ See <www.fco.gov.uk/gof>

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

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

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

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

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

3. Links between the Environment and Foreign, Security and Development Cooperation Policies and Programmes

3.1 Mainstreaming Environmental Factors in Foreign and Security Policy: FCO Sustainable Development Strategy

The FCO's Sustainable Development Strategy sets out how the department will help deliver the UK's international priorities on sustainable development. To take forward this work, the Climate Change and Energy Group, one of six thematic groups, was established to promote FCO priorities. The energy security and climate change priorities of this Group's work are closely linked to other foreign policy priorities, the UK Economic Prosperity Strategy, and the UK's International Security Strategy²³.

Several of the UK's strategic priorities (SPs) specifically address the link between environment and security (see Box 1). For example, SP1 calls for a 'world safe from global terrorism and weapons of mass destruction'. In supporting documents the FCO asserts that 'poverty, social injustice and environmental degradation can contribute to conditions in which terrorism may take root'²⁴.

¹⁹ see HM Treasury on international development - <http://www.hm-treasury.gov.uk/documents/international_issues/international_development/development_aid_budget.cfm>

²⁰ Ibid

²¹ See DFID (2006) 'White Paper on International Development :Eliminating World Poverty: Making Governance work for the Poor', London – <www.dfid.gov.uk>

²² See Woods, Ngaire (2005) The shifting policies of foreign aid *International Affairs* 81:2 pp. 393-409

²³ See FCO Priorities on Energy Security and Climate Change. <www.fco.gov.uk/servlet>

²⁴ See FCO Strategic Priorities: <www.fco.gov.uk>

Box1: The 2006 White Paper 'Active Diplomacy for a Changing World: the UK international priorities' identifies nine priorities for the UK foreign policy:

- Making the world safer from global **terrorism** and weapons of mass destruction
- Reducing the harm to the UK from international crime, including **drug trafficking**, people smuggling and money laundering
- Preventing and resolving **conflict** through a strong international system
- Building an effective and globally competitive **EU** in a secure neighbourhood
- Supporting the UK economy and business through an open and expanding **global economy, science and innovation** and secure **energy** supplies
- Promoting **sustainable development** and poverty reduction underpinned by **human rights**, democracy, good governance and protection of the environment
- Managing migration and combating illegal immigration
- Delivering high-quality support for British nationals abroad, in normal times and in crises
- Ensuring the security and good governance of the **UK's Overseas Territories**

3.2 Integrating Conflict Prevention and Livelihood Protection into Development Cooperation

In a recent report exploring the links between security and development, DFID articulates its role and strategy to promote the security of the poor locally, nationally and internationally. The strategy aims to 'support partner countries in preventing and managing conflict, to improve governance and the rule of law, and to reduce inequality and exclusion'. Although the report describes how DFID is also contributing to post-conflict peace building, and how it is strengthening its work in fragile states, it acknowledges the deficiencies in this area, stating that 'reducing conflict and promoting poor people's security is not yet a regular feature of our programmes or partnerships'²⁵.

DFID also works to integrate environmental security into development policy. In 2002, DFID published a report in collaboration with the European Commission, the World Bank and the UN Development Programme (UNDP) entitled, 'Linking Poverty Reduction and Environmental Management: Policy Challenges and Opportunities'. Prepared as a contribution to the 2002 World Summit for Sustainable Development (WSSD) the report highlights the linkages between poverty reduction, environmental management and sustained economic growth. Of particular relevance is the second of the four priority areas that DFID and other partners identified for policy change. Priority 2 asserts the importance of 'enhancing the assets of the poor to expand sustainable livelihood opportunities and to reduce the poor's vulnerability to environmental hazards and natural resource-related conflict'. Several important lessons, and suggested policy interventions, were highlighted to address the specific vulnerability of the poor to environmental hazards and resource related conflict. These included²⁶:

²⁵ See: <<http://www.dfid.gov.uk/pubs/files/securityforall.pdf>>

²⁶ DFID et al (2002) ' *Linking Poverty Reduction and Environmental Management: Policy Challenges and Opportunities*'. Prepared for the World Summit for Sustainable Development, DFID, London

- Efforts to improve environmental management in ways to contribute to sustainable growth and poverty reduction must reflect the priorities of the poor.
- Environmental management cannot be treated separately from other development concerns. Rather it must be integrated into poverty reduction and sustainable development efforts.
- Environmentally-related conflict should be reduced by improving conflict resolution mechanisms in the management of natural resources and by addressing the underlying political and economic issues that affect resource access and use, including the role of corruption.
- Poverty-environment reporting should be improved by strengthening the capacity of governments and civil society to monitor environmental change and how it affects the poor, and by integrating poverty-environment indicators into national poverty monitoring systems, and by building capacity to apply monitoring and assessment results to poverty-environment development.
- Environmental vulnerability of the poor should be reduced by strengthening participatory disaster preparedness, and risk reduction and mitigation capacity, especially by supporting the formal and informal coping strategies of vulnerable groups and by expanding access to insurance and other risk management mechanisms.

Integrating climate change vulnerability into development policy

DFID is also working to integrate climate change vulnerability and risk management into development policies, recognising that inadequate energy supplies and climate change impacts can constrain economic growth and development. A key challenge that has been embraced by DFID is to improve developing countries' access to affordable and efficient clean energy technologies, and to ensure that future international policies on climate change properly consider the interests of developing countries²⁷. DFID also recognises that climate change increases the frequency and strength of climate-related disasters. Through the effective incorporation of disaster risk reduction approaches into policy and planning, DFID is contributing to international efforts to help developing countries adapt to climate change impacts.

Africa

Africa is a focus of UK development cooperation. In 2004 Prime Minister Tony Blair launched the Commission for Africa, a 17-member body of key government and non-government individuals, including nine from Africa, to consider ways to expedite the development of the continent. As described by the Prime Minister: 'The Commission for Africa was created in order to contribute to African, G8 and other international efforts towards helping Africa achieve a major acceleration of development'²⁸. During the 2005 UK Presidency of the G8, development cooperation with Africa was accorded high priority²⁹. In 2004/05 UK bilateral aid to Africa was £1271 million - 45% of the UK bilateral aid total of £2800 million³⁰.

²⁷ FCO (2006). 'UK International Priorities: The FCO Sustainable Development Strategy'. FCO, London (Page 7)

²⁸ <http://www.commissionforafrica.org/english/about/pressroom/speeches/24-05-04_fm_speech_tony_blair_message.pdf>

²⁹ See DFID (2006) 'UK's contribution for the Implementation of the Commission for Africa recommendations and G8 Gleneagles' commitments on poverty', London <<http://www.dfid.gov.uk/pubs/files/cfa-g8-gleneaglesreport%20.pdf>>

³⁰ DFID (2005) 'Statistics on International Development 2005', available on: <<http://www.dfid.gov.uk>>

Although not unique to the continent, the links between environment and security - and specifically natural resources and conflict - are of particular importance in the African context. The Commission for Africa Report (2005) stressed the importance of addressing the issue of 'conflict resources' for stability in Africa. The report asserted that 'money is raised not through selling the actual resources, but by using anticipated revenues to access loans or other forms of finance. Where the extraction and selling of natural resources form an important part of the war economy, wars tend to last longer and are more difficult to resolve – as has been the case in, for example, Angola, Liberia, Sierra Leone, Somalia, and the DRC'³¹. In 2005, the UK-chaired G8 Summit pledged to take effective action in the UN and in other fora to 'combat the role played by 'conflict resources' such as oil, diamonds and timber, and other scarce natural resources, in starting and fuelling conflicts'³².

3.3 UK Actions to Improve Environmental and Natural Resource Management

The UK government takes part in, and has launched, several initiatives, to improve the management of natural resources, enhance cooperation and promote transparency and accountability in the use of natural resource revenues.

Extractive Industries Transparency Initiative (EITI)

The EITI was launched by Prime Minister Tony Blair at WSSD in Johannesburg, in September 2002. The initiative aims to support governance programmes in resource-rich countries through the full publication and verification of company payments and government revenues from oil, gas and mining. The idea is that when governance is good, resources can generate large revenues to foster economic growth and reduce poverty. However when governance is weak, abundant natural resource may instead cause poverty, corruption, and conflict – the so called 'resource curse'. The EITI aims to defeat this 'curse' by improving transparency and accountability. Twenty countries have committed to EITI principles and criteria since signing the Statement of Principles and Agreed Actions in London in 2003. Some countries are only now beginning to launch the process, while others have published revenue and payments data³³.

Illegal logging

Illegal logging is another area given priority by the UK government. In January 2006 DFID and Defra announced that the UK government would allocate £24 million over the next five years to help tackle the problem of illegal logging. This contribution, according to International Development Minister Gareth Thomas, will 'take forward measures that will support better governance and law enforcement and influence demand for legally sourced products in countries such as Cameroon, Gabon, Ghana and Indonesia'.

The UK's involvement in tackling illegal logging complements the Forest Law Enforcement, Governance and Trade (FLEGT) regulation adopted by the EU in December 2005, and comes as part of the UK's broader commitments made at the G8 Environment Ministers' meeting in March 2005.

³¹ See DFID (2006) 'UK's contribution for the Implementation of the Commission for Africa recommendations and G8 Gleneagles' commitments on poverty', <<<http://www.dfid.gov.uk/pubs/files/cfa-g8-gleneaglesreport%20.pdf>>

³² See G8 2005 Summit declaration on Africa – Include source

³³ See also <<http://www.eitransparency.org/index.htm>>

Water Resources: the Nile Basin

The UK government supports the Nile Basin Initiative (NBI): an initiative launched by the Council of Ministers of Water Affairs of the Nile Basin States in 1999 to improve dialogue among the countries that share the resources of the Nile River (Burundi, Democratic Republic of Congo, Egypt, Eritrea, Ethiopia, Kenya, Rwanda, Sudan, Tanzania and Uganda) and in so doing offers a forum for cooperative development of the Nile's water resources. DFID is currently supporting two shared vision projects and the establishment of the Eastern Nile Technical Regional Office (ENTRO) in Addis Ababa to help ensure that the NBI achieves its stated objective of helping to reduce poverty in Nile Basin countries³⁴.

Good Governance in the Energy Sector

The FCO is also working with emerging energy producing countries, such as Angola and Kazakhstan, to contribute to good governance in the energy sector, which in turn contributes to global energy security.

Kimberley Process (KP)

The UK participates in the Kimberley Process, a voluntary international agreement that regulates the trade in rough diamonds. Since January 2003, participants within the KP (45 governments, with the EU as one member and all the major producing and importing countries) have operated a certification scheme to control the export and importation of rough diamonds. Under the scheme, only rough diamonds which are accompanied by a government issued certificate stating the diamonds have not been sold to fund armed conflict can be imported and exported. Trade between participants and non-participants is not allowed.

3.4 Environmental Change: Monitoring, Mapping and Early Warning Systems

Global Monitoring for Environment and Security (GMES)

The Global Monitoring for Environment and Security (GMES) initiative of the European Commission and the European Space Agency (ESA) aims to deliver an integrated system of information and services to underpin the development and implementation of environment and civil security policy in Europe³⁵. GMES has the potential to improve the monitoring, mapping and early warning of environment change from a global to a local scale.

Defra is the UK Government policy lead on GMES and is working closely with a range of stakeholders, including Government departments, research councils, agencies, academia and industry in order to develop coherent UK policy. As part of this work, Defra chairs a Whitehall group on GMES with representation from a number of departments including MoD, DFID, DTI, Cabinet Office, Home Office, Department for Transport (DfT) and the Office of the Deputy Prime Minister (ODPM), recognising the cross-cutting nature of the initiative. Defra is a partner in the British National Space Centre (BNSC), which provides the UK interface with the ESA.

Natural Hazard Working Group

Following the tragic Asian tsunami on 26 December 2004, Prime Minister Tony Blair asked the Government's Chief Scientific Adviser, Sir David King, to convene a group of experts to advise him on the mechanisms that could and should be established for the

³⁴ See <<http://www.nilebasin.org/index.htm>>

³⁵ See <<http://www.gmes.info/index.php?id=home>>

detection and early warning of global physical natural hazards. The Natural Hazard Working Group (NHWG) was established as an ad-hoc advisory group and produced a report in June 2005. The NHWG report endorsed the views of the Kobe World Conference on Disaster Reduction (January 2005) 'that there is a clear need for a sustainable and effective global multi-hazard early warning system building on existing capabilities and frameworks'. One key recommendation by NHWG was to establish 'an International Science Panel for Natural Hazard Assessment, although details of this are still under discussion. The Panel would enable the scientific community to advice decision-takers authoritatively on potential natural hazards likely to have high global or regional impact. It would facilitate individual scientists and research groups in pooling their knowledge and challenging each other; it would address gaps in knowledge and advice on potential future threats. It would also address how science and technology can be used to mitigate threats and reduce vulnerability'³⁶.

3.5 Environment and Security Risk and Needs Assessment and Management

There is growing interest among UK policy-makers in tackling the problem of fragile and unstable countries. DFID is introducing political analysis to its work, using an approach known as 'Drivers of Change' to understand what is likely to bring about positive change in countries and how to encourage powerful groups to take account of poor people's needs. DFID has so far carried out 'Drivers of Change' studies in 15 countries³⁷.

The importance of tackling the issue of failed states prompted Prime Minister Tony Blair to ask his Strategy Unit to lead a cross-departmental team to analyse the challenges raised by fragile and unstable countries and recommend improvements to the UK's strategic response. The team produced a report entitled '*Investing in Prevention - An International Strategy to Manage Risks of Instability and Improve Crisis Response*' (2005) outlining the causes of instability and recommending a holistic view when addressing insecurity and conflict and the interconnects between national and global security. The report argued that 'increased conflict and state failure will impact on the UK directly, by hampering efforts to tackle terrorism and organised crime, locking countries into poverty, stimulating refugee flows and undermining the UK's energy security. The risk of instability in many countries is likely to increase over the coming decades, not least as HIV/AIDS and climate change impact already unstable countries'³⁸.

The report proposes four priority areas for action:

- Prevention must focus on real investment to build vulnerable countries' capacity to peacefully manage conflict, with a particular focus on countries dependent on oil and other natural resources.
- Stronger regional organisations and relationships are needed to support governments committed to stability, and effective sanctions to tackle destabilising behaviour such as the looting of state assets.
- All countries must take greater responsibility for helping tackle global causes of instability such as poverty, HIV/AIDS, climate change, financial crises, organised crime and competition for oil.
- Finally, an effective response to crises must be maintained for when prevention fails, with adequate numbers of well-trained and deployable peace support personnel and better systems to cut off funding to conflict protagonists.

³⁶ See <http://www.ost.gov.uk/policy/bodies/nhwg/docs/final_report.pdf>

³⁷ See <<http://www.dfid.gov.uk/pubs/files/securityforall.pdf>>

³⁸ See <http://www.strategy.gov.uk/downloads/work_areas/countries_at_risk/report/pdf/Investing.pdf>

3.6 Inclusion of Environment and Sustainable Development Issues in Conflict Prevention and Resolution

The UK government maintains that working collaboratively, from policy formulation to programme delivery, has resulted in a more strategic and cost-effective approach to conflict reduction³⁹. The government also highlights the importance of sustainable development in conflict prevention and peacekeeping.- recognising that environmental scarcity, mismanagement and unequal distribution of natural resources, combined with undemocratic forms of governance, can exacerbate instability and lead to armed conflict⁴⁰.

The UK's Conflict Prevention Pools

In 2001, following a series of cross-cutting reviews to improve the UK government's approach and effectiveness of conflict prevention activity across government departments, two Conflict Prevention Pools were created (the Africa Pool and the Global Pool). These brought together the knowledge, skills and resources of the FCO, the Ministry of Defence (MoD) and DFID. Activities undertaken under the Pools seek to harness the expertise available across a wide range of sectors, including development, security reform, public administration, good policing and justice reform. The Pools have helped the partner departments to work more closely together and have increased the impact of their work; combining the security and development aspects of conflict prevention, which must be included in conflict prevention strategies if they are to lead to lasting peace and stability⁴¹.

In Yemen, the Global Pool is running an 18 month-long project to enhance the capacity of tribal leaders to resolve disputes related to environmental deprivation. The project involves training and mobilising tribal representatives, local elected officials, non-government and community-based organisation officials to engage in collaborative work on water issues. The project will produce a best practice manual for tribal conflict resolution and a conference will be held to highlight water-related tribal conflict resolution.

In Ghana, the Africa Conflict Prevention Pool (ACPP) is supporting a project on conflict timber. Run by a local NGO, this project aims to manage conflict by developing innovative conflict management models. It will also help build the capacity of local agents in forest conflict zones to facilitate conflict management. In Nigeria the ACPP is supporting conflict resolution work in the Niger Delta.

3.7 Inclusion of Environment and Sustainable Development Factors in Post-conflict Reconstruction, Cooperation and Peace-building

Both DFID and FCO take forward the UK's post-conflict reconstruction programmes and projects. FCO acknowledges the link between sustainable development and post-conflict reconstruction. Under Strategic Priority 3 (see Diagram 1), the FCO asserts that in post-conflict situations, failure to tackle sustainable development issues related to resource management and governance, as part of the reconstruction process, can contribute to countries falling back into conflict⁴².

DFID is the main UK Government aid provider for post-conflict and reconstruction programmes. DFID gives priority to countries emerging from conflict (See Box 2). Two

³⁹ FCO (2006) 'UK International Priorities: The FCO Sustainable Development Strategy', page 39.

⁴⁰ FCO (2006) 'UK International Priorities: The FCO Sustainable Development Strategy', page 7

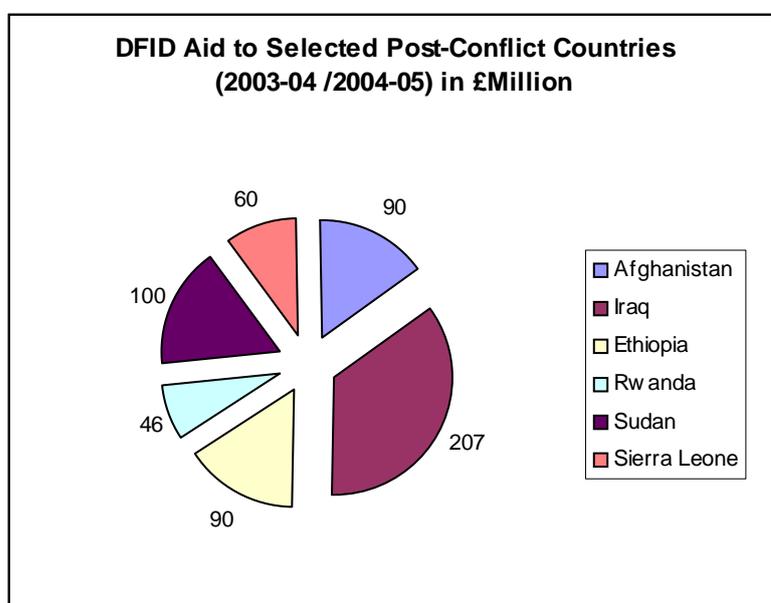
⁴¹ DFID, FCO, Ministry of Defence. 'The Global Conflict Prevention Pool: A Joint UK Government Approach to Reducing Conflict'. Undated.

⁴² FCO (2006). 'UK International Priorities: The FCO Sustainable Development Strategy', page 7

countries (Afghanistan and Iraq) currently top the list of bilateral aid recipients from DFID. DFID has increased its spending in Afghanistan from £35 million in 2002/3 to £72 million in 2003/04 and is expected to spend £90 million in 2005/06. DFID spent £207 million in Iraq in 2003/04 and has committed over £417 million for humanitarian and reconstruction assistance since the conflict in 2003.

The Post Conflict Reconstruction Unit (PCRU) was established in September 2004 as a joint DFID-FCO-MoD initiative. PCRU's role is to provide the UK government and its partners with integrated assessment and planning, and operational expertise, to deliver better and more effective stabilisation programmes. Its work in Afghanistan focuses on supporting the integration and coordination of UK government policy and operations. PCRU facilitated the development of a Joint UK plan for the Helmand province: a major challenge is tackling the opium trade and the insecurity which it brings.

In 2004/5 DFID contributed around £700,000 to the United Nations Environment Programme's (UNEP) post conflict environmental assessment work in Iraq. Part of this contribution has been directed towards the training of Iraqi scientists to acquire laboratory skills in testing soil, air and water samples for pollution and toxic chemicals⁴³.



Source: DFID website

3.8 Natural disaster mitigation and adaptation

DFID currently provides over £7 million a year to multilateral and bilateral disaster risk reduction (DRR) schemes, including the International Federation of the Red Cross/Red Crescent, the UN and the World Bank. In addition, DRR work is sometimes incorporated into DFID country offices' development programmes, although often not systematically and without a specific budget line allocated for DRR. DFID is currently designing training courses to deliver to its disaster-prone country offices in order to inform staff of how DRR can be more effectively programmed and implemented.

DFID is now committed to spending up to 10% of its funding in response to each natural disaster to prepare for and mitigate the impact of future natural disasters, where this can be done effectively. This will only apply to responses above £500,000⁴⁴. The 10%

⁴³ Toepfer, Klaus. 'UK's New Plans for Sustainable Development'. Speech delivered in April 2004. See: www.unep.org/documents.multilingual.

⁴⁴ See <<http://www.parliament.uk/documents/upload/postpn239.pdf>>

commitment has already been implemented in the case of the Tsunami (£7.5m) and the Pakistan earthquake (£5.8m).

DFID is also working on reforming the UN humanitarian and disaster response system. In the context of the White Paper 2006 consultation, Hilary Benn delivered a speech to the UN on 23 January 2006 in which he proposed six reforms to the international humanitarian system⁴⁵:

- the need for more, and more flexible, funding to be available right from the moment crisis strikes;
- secondly, ensuring that we have better and stronger Humanitarian Coordinators, with the power and funds to act;
- thirdly, greater clarity about who does what in a crisis - including dealing with Internally Displaced People;
- fourthly, the development of benchmarks to measure how we perform;
- fifthly, doing something about the unequal allocation of resources between crises; and finally
- greater investment in reducing the risk of future disasters.

4. The Way Forward

Though different themes related to environmental security have been addressed, the UK government has not yet developed a comprehensive environmental security policy. Strategies such as mainstreaming security and development or initiatives to work with fragile states still require further mainstreaming and harmonisation across government departments. Similarly the increased interest in climate change and threats to energy security at the global level require setting some order at home especially in regard to setting UK targets for carbon emissions.

It is worth mentioning that the increasing threat to security at home and abroad could jeopardise the environmental and human dimensions of security. It is also possible that the security agenda, with its military and intelligence dimensions, will continue to override the environmental agenda. The risk is that the current complexities in world affairs could move UK policy in the direction of more security and less environment and development. This is clearly reflected in the amount of money spent on the Iraq and Afghanistan wars compared to rehabilitation and reconstruction in these two countries. It is estimated that the UK government spent more than £4 billion on Afghanistan and Iraq activities between 2001/2 and 2004/05. In Iraq for example, figures of the Ministry of Defence budget for the armed forces show that £1.31 billion were spent on the costs of military operations in 2003/04 compared to £207 million spent by DFID on humanitarian and reconstruction activities in the same year⁴⁶.

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⁴⁵ See SoS Hilary Benn's speech to the UN, New York 23 January 2006.

<<http://www.dfid.gov.uk/news/files/Speeches/wp2006-speeches/humanitarian230106.asp>>

⁴⁶ See Woods, Ngaire (2005) The shifting policies of foreign aid *International Affairs* 81:2 pp. 393-409 See also UK Ministry of Defence:

<<http://www.mod.uk/DefenceInternet/FactSheets/OperationsInIraqKeyFactsFigures.htm>>