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## **DRAFT REPORT**

on the role of the Common Security and Defence Policy in case of climate-driven crises and natural disasters  
(2012/2095(INI))

Committee on Foreign Affairs

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## MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

### on the role of the Common Security and Defence Policy in case of climate-driven crises and natural disasters

(2012/2095(INI))

*The European Parliament,*

- having regard to Title V of the Treaty on European Union, and in particular to Articles 42 and 43,
- having regard to the Council conclusions on EU Climate Diplomacy of 18 July 2011<sup>1</sup>,
- having regard to EEAS-COM Joint Reflection Paper on Climate Diplomacy of July 2011<sup>2</sup>,
- having regard to the 2008 joint report presented by the High Representative Mr Solana and the European Commission to the European Council on Climate Change and International Security and its follow-up recommendations<sup>3</sup>,
- having regard to the Commission's annual report entitled 'For a European civil protection force: Europe aid' of May 2006,
- having regard to the 2008 Commission Communication on the European Union and the Arctic Region (COM(2008)0763) and its resolution of 20 January 2011 on a sustainable EU policy for the High North<sup>4</sup>,
- having regard to its resolution of 14 December 2011 on the impact of the financial crisis on the defence sector in the EU Member States<sup>5</sup>,
- having regard to the July 2011 UNSC presidency statement on Climate Change and International Security<sup>6</sup>,
- having regard to the 2011 and 2012 reports of the United Nations Environment Programme entitled 'Livelihood security: Climate change, conflict and migration in the Sahel'<sup>7</sup>,
- having regard to UN documents on Human Security and on Responsibility to protect<sup>8</sup>,

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<sup>1</sup> [www.consilium.europa.eu/uedocs/cms\\_data/docs](http://www.consilium.europa.eu/uedocs/cms_data/docs)

<sup>2</sup> <http://eeas.europa.eu/environment/docs/2011>

<sup>3</sup> <http://www.eu-un.europa.eu/articles>

<sup>4</sup> Texts adopted, P7\_TA(2011)0024.

<sup>5</sup> Texts adopted, P7\_TA(2011)0574.

<sup>6</sup> <http://tcktck.org/2011/07>

<sup>7</sup> [www.unep.org/disastersandconflicts](http://www.unep.org/disastersandconflicts)

<sup>8</sup> Paragraphs 138 and 139 of the 2005 UN World Summit Outcome Document, the United Nations Security Council (UNSC) resolution of April 2006 S/RES/1674), the report by UN Secretary-General Ban Ki-moon on 'Implementing the Responsibility to Protect' of 15 September 2009 and the Resolution adopted by the UN General Assembly on the responsibility to protect. A/RES/63/308 of 7 October 2009

- having regard to reports by various international bodies and research organisations<sup>1</sup>,
- having regard to Rule 48 of its Rules of Procedure,
- having regard to the report of the Committee on Foreign Affairs (A7-0000/2012)

### **General considerations**

1. Stresses that climate change is widely recognised as being an essential driver and threat multiplier for global security, peace and stability and that climate change is thus relevant to Articles 42 and 43 of the Lisbon Treaty;
2. Notes with grave concern increase in extreme weather events in recent years as a consequence of worsening natural climate variability as well as man-made influence on weather conditions;
3. Considers that these events represent an escalating cost to the global economy, not only for developing countries but also for the world economy, both as a direct cost in terms of rebuilding and aid but also as an indirect cost in terms of increases in insurance, prices of products and services; although the cost of the potential aggravation of certain existing or future threats to international peace and security cannot be measured in exact terms, it is certainly very high;
4. Points out that natural disasters, exacerbated by climate change, are highly destabilising, particularly for the states most vulnerable to adverse weather events and for failing states, most of which are in developing regions of the tropics and subtropics; stresses that populations with deteriorating access to freshwater and foodstuffs caused by natural catastrophes exacerbated by climate change are forced to migrate, thus overstressing the economic, social and administrative capabilities of already fragile regions or failing states and consequently creating conflict and a negative impact on security; recalls that these events create competition between communities and countries for scarce resources, exacerbating old security dilemmas and creating new ones;
5. Points out that current national, regional and international conflicts, such as those in the Horn of Africa and the Sahel regions, are also climate-driven; recognises the fact that the famine crisis in the Horn of Africa is to a certain extent climate-driven and has negatively affected the humanitarian, political and security situation in Somalia, Kenya and other countries in the region; recalls the analysis published by UNEP in December 2011 on the

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<sup>1</sup> Trends and Implications of Climate Change for National and International Security, report by the U.S. Defence Science Board, October 2011; report by the Centre for a New American Security (CNAS) entitled ‘Broadening Horizons: Climate Change and the U.S. Armed Forces’, 28 April 2010, authors: [CDR Herbert Carmen](#), [Christine Parthemore](#), [Will Rogers](#)

Malin Mobjörk, Mikael Eriksson, Henrik Carlsen: report entitled ‘Connecting Climate Change with Security and Armed Conflict’, Swedish Research Agency (FOI); report on Migration and Global Environmental Change (2011), Final Project Report; The Government Office for Science, London: [Water, Crisis and Climate Change in Uganda: A Policy Brief](#) by Lukas Ruettinger and Dennis Taenzler, Berlin, Kampala: adelphi 2011

situation in the Sahel region, where it is stated that rising temperatures have led to water shortages and have specifically put local populations, whose livelihoods are dependent on natural resources such as farming, fishing and herding, under strong pressure, resulting, in some cases, in violence and armed conflict;

6. Recognises that complex crises must be predicted and prevented by applying a comprehensive approach including policy areas covering the entire range from the Common Security and Defence Policy to humanitarian and development aid;
7. Recalls the EU's obligation to preserve peace, prevent conflicts and strengthen international security, in accordance with the purposes and principles of the United Nations Charter; underlines that the concepts of human security and responsibility to protect (R2P) concern not so much the sovereignty of states but focus more on the well-being of people; recognises that the EU CFSP and CSDP are particularly designed to implement human security and R2P; reiterates the need to promote an international system based on stronger multilateral cooperation and improved global governance in which the EU plays an enhanced leading role, notably in the context of the shift in the strategic position of the United States since January 2012;
8. Points out the urgent need to adapt EU external action strategies, policies and instruments in such a way that they respond to the security challenges thrown up by climate change, regardless of future emissions limitations agreed in any new convention under the UNFCCC or other international efforts to mitigate the effects of climate change; recognises equally that conflict prevention is an integral component of making a future climate regime functional in practice;
9. Stresses, therefore, that it is essential to integrate the impact of natural disasters into Common Security and Defence Policy (CSDP) strategies and operational plans with a focus on the countries and regions concerned before, during and after any natural or humanitarian crises that might emerge;
10. Recalls that the Lisbon Treaty requires the EU to develop civilian and military capabilities for international crisis management across the entire range of tasks outlined in its Article 43, in particular conflict prevention, humanitarian and rescue tasks, military advice and assistance tasks, peace-keeping and post-conflict stabilisation;
11. Points out that the Lisbon Treaty has introduced new provisions (Articles 21-23, 27, 39, 41(3), 43-46), notably those related to the start-up fund in Article 41(3), and that these need to be implemented urgently so that the EU is ready to respond to climate-driven as well as all other natural and humanitarian crises as they arise;
12. Welcomes the fact that climate change has become more and more central to the global security debate, notably since 2007 when the UN Security Council first debated on climate change and its implications for international security; applauds the efforts of the EU and its Member State governments to raise the issue within the UN Security Council in July 2011 and in the Foreign Affairs Council conclusions on Climate Diplomacy;

### **The need for political will and action**

13. Calls on the Vice-President of the Commission/High Representative of the Union for Foreign Affairs and Security Policy, as the principal coordinator of EU civilian and military instruments, to:
  - a) put climate change and its future security and defence ramifications at the core of the analysis of the risks of future crises and the threat of future conflicts;
  - b) focus priorities on those countries and regions at greatest risk of conflict and instability, notably as a result of climate change and the more general environmental degradation that results;
  - c) enhance the EU's ability to ensure conflict prevention, crisis management and post-crisis reconstruction;
  - d) adapt the EU's long-term planning of civilian and military capacities and capabilities accordingly;
14. Considers that the EU has to come up with a list of the challenges it faces in areas such as the Arctic, the Arab World and the Third Pole (the Himalayas and the Tibetan Plateau), notably the potential for conflicts over water supplies in South Asia; calls, therefore, on the HR/VP to draw up a list of all countries and regions most vulnerable to climate change over the coming decades (including in particular the Alliance of Small Island States (AOSIS) countries whose very existence is threatened by rising sea level); calls on the HR/VP to set out the reasons for including each country or region on that list and the nature of the EU response required to prevent the risk of conflict or other humanitarian disaster becoming a reality in each case;
15. Calls on the HR/VP and the Commission to draft a policy document which outlines the main principles, guidelines and instruments for an EU Climate Security Policy; believes that mainstreaming should be the guiding principle, to be pursued in a similar way as human rights and gender<sup>1</sup>;
16. Draws attention to the fact that energy security is closely related to climate change; considers that energy security has to be improved in order to reduce the EU's reliance on fossil fuels imported notably from Russia and the Gulf – at the same time mitigating greenhouse gas emissions considerably – and replaced by EU-generated renewable energies and energy saving; recognises that integrating climate change and energy security could contribute to achieving that outcome in certain regions such as the Arctic;
17. Invites the HR/VP to establish a formal working group within the Council/EEAS structure to consider the entire range of interrelated issues connected with climate change and energy-related security and defence concerns, as the absence of such a working group has so far hindered the development of a comprehensive and consistent EU approach;
18. Welcomes the recent attempts to strengthen coordination between NATO and EU in the field of capability development; recognises the strong need to identify the mutual advantages of cooperation while respecting the specific responsibilities of both

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<sup>1</sup> doc. 11936/4/06; doc. 11678/1/05

organisations; stresses the need to find and create synergies when it comes to ‘pooling and sharing’ projects and ‘smart defence’ projects (NATO) that address climate-specific needs;

19. Calls on the HR/VP, as a matter of the utmost urgency, to use the full potential of the Lisbon Treaty and to put forward proposals for the implementation of the start-up fund (Article 41(3) TEU) with regard to possible future pooling and sharing projects and joint capabilities, such as the European Engineer Corps, which respond to climate-driven crisis and natural disasters;

#### **The need for a new spirit: strategic and conceptual challenges**

20. Stresses the need to integrate the negative impact of climate change on peace, security and stability in all strategic CFSP/CSDP documents which serve as guidelines for the planning and conduct of individual policies and missions;
21. Considers that early warning and early preventive action with regard to the negative consequences of climate change depend on adequate human resources and methodology with regard to data collection and analysis; calls on the HR/VP to make sure that the relevant EEAS units which deal with security and defence policies such as CMPD, CPCC, EUMS, EUMC, the bodies in charge of Conflict Prevention and Security Policy, the Commission’s Foreign Policy Instruments Service and the geographical desks of the countries and regions most affected by climate change take into account the most recent assessment reports of the Intergovernmental panel on Climate Change (IPCC) and other more recent assessments and reports, i.e. the relevant EU space-based programmes and systems (GMES); stresses the need to enhance the capacities of EU delegations in the countries most vulnerable to destabilisation where problems might be exacerbated by climate change to include monitoring crisis development and assigning climate experts to all relevant EEAS bodies which have a particular role with regard to situation analysis and early warning, such as the Situation Centre; calls for the development of common criteria for analysis, risk assessment and the setting-up of a joint alert system;
22. Encourages these bodies to establish permanent structures for systematic information exchange and coordination on issues related to climate change and natural disasters, with regard to analysis of the situation and policy planning; urges the relevant EEAS bodies to establish permanent channels of communication and exchange of information with the relevant Commission bodies, notably ECHO, but also with UN agencies and programmes such as UNEP as well as with NATO; points out that the civilian-military structures tasked with responding to climate change-driven crisis and natural disasters need to allow direct and transparent access to all civil society and humanitarian organisations and non-governmental organisations; stresses, therefore, that cooperation and coordination between both the EU and third parties must not be blocked or hindered;

#### **The need for an EU Climate Security Policy**

23. Strongly welcomes the steps taken from 2011 towards the nexus of climate change and its security implications; believes, however, that climate diplomacy represents only one dimension of possible external action and that there is a great need to establish the basic principles and ideas for an EU Climate Security Policy;

24. Considers that there is an urgent need to adapt and modify the main CSDP policy documents with regard to climate change implications, such as the EU Concept for Military Planning at the Political and Strategic level<sup>1</sup>, the EU Concept for Military Command and Control<sup>2</sup>, the EU Concept for Force Generation<sup>3</sup> and the EU Military Rapid Response Concept<sup>4</sup>, as well as those documents which are relevant for civilian CSDP missions such as the EU concept for comprehensive planning, the EU Concept for Police Planning and Guidelines for Command and Control Structure for EU Civilian Operations in Crisis Management<sup>5</sup>;
25. Stresses the need to bring in line with specific climate change and natural disasters requirements the relevant policy planning and capability development documents with regard to military and civilian capabilities; believes that special attention should be paid to the development of military capabilities and in particular the process of pooling and sharing, which started in 2010 and which led to a decision on eleven pooling and sharing projects in November 2011;

### **The need for institutional creativity: instruments and capabilities**

26. Stresses the need to create, at EU level, a structure similar to IPCC with the involvement of military experts to assess and avoid the worst climate-driven crisis and natural disasters which the EU already faces and will face increasingly in the future; the EU should encourage all its Member States to incorporate environment and security issues into their military strategic doctrine and capability planning;
27. Stresses the need to elaborate a specific list of military and civilian capabilities which have special relevance for responding to climate change and natural disasters; these include, in particular, air and sea transport, mobile hospitals including intensive care, communication infrastructure, and water purification and engineering capacities; invites the Council and the European Defence Agency (EDA), as part of the 2013 review of the capabilities development programme, to reconcile the current catalogues of civilian and military capabilities with those required in order to meet the challenges of climate change and to put forward the necessary proposals to remedy any existing deficiencies in those catalogues;
28. Stresses the need to explore, on the basis of already existing capacities such as the EU Battle Groups and the European Air Transport Command, the possibility of creating further joint capabilities that are relevant for operations which respond to the impact of climate change or natural disasters; invites the Council, the HR/VP and the EDA to explore the possibility of creating a European Engineer Corps and ways of linking equipment and infrastructure which can be used in such a capacity, in particular, to the ongoing pooling and sharing process;
29. Stresses the need also to bring the broader developments in the field of the European

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<sup>1</sup> <http://register.consilium.europa.eu/pdf/en/08/st10/st10687.en08.pdf>

<sup>2</sup> - 10688/08 - classified

<sup>3</sup> <http://register.consilium.europa.eu/pdf/en/08/st10/st10690.en08.pdf>

<sup>4</sup> <http://register.consilium.europa.eu/pdf/en/09/st05/st05654.en09.pdf>

<sup>5</sup> doc 13983/05- doc. 6923/1/02 - doc. 9919/07

Defense Industrial Base into line with the specific requirements of climate-driven crisis and natural disasters; calls for an enhanced role for the EDA in close cooperation with the EU Military Committee in this process; calls on both CSDP bodies to make sure that procurement programmes and capability development programmes devote adequate financial means and other resources to the specific needs of responding to climate change and natural disasters;

30. Underlines the urgent need for the EU to use all the instruments at its disposal; calls on the HR/VP and the Commission to use the current legislative procedure ahead of the next multiannual financial perspective 2014-2020 in order to mainstream climate security through all the financial instruments for external assistance; welcomes the Commission proposal for a renewed Instrument for Stability, which already takes into account the negative impact of climate change on security, peace and political stability;
31. Calls on the HR/VP to send experts on climate security to the EU Delegations of the most affected countries and regions in order to strengthen the capacity of the Union when it comes to early warning and information about possible upcoming conflicts;
32. Welcomes the idea of creating a post for a UN special envoy for climate security and invites the HR/VP to replicate this idea within the EU, at both Union and national levels, with the appointment of official envoys on climate and security, as the UK Government has already done;
33. Calls for coordination mechanisms to be established between the EU as a whole and those Member States which may in the future act in accordance with the provisions of permanent structured cooperation to ensure the consistency of their actions with the EU's comprehensive approach in this field;
34. Instructs its President to forward this resolution to the High Representative/Vice-President, the Council, the Commission, the parliaments of the EU Member States, the NATO Parliamentary Assembly, the Secretary-General of NATO, the UN General Assembly and the UN Secretary-General.