

Environmental Cooperation for Peacebuilding Programme

FINAL REPORT 2016



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ENVIRONMENTAL COOPERATION FOR PEACEBUILDING

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United Nations Environment Programme
P.O. Box 30552, Nairobi, KENYA
Tel.: +254 (0)20 762 1234
Fax: +254 (0)20 762 3927
E-mail: uneppub@unep.org
Web: <http://www.unep.org>

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Programme management: David E. Jensen
Report coordination: Pauliina Upla and Sophie Brown
Report design and layout: Claudia Zimerman
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Environmental Cooperation for Peacebuilding Programme

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About this report

The Environmental Cooperation for Peacebuilding (ECP) programme is one of the four work streams under UNEP's Post-Conflict and Disaster Management Branch (PCDMB). The overall aim of the ECP programme is to strengthen the capacity of countries, regional organizations, UN entities and civil society to understand and respond to the conflict risks and peacebuilding opportunities presented by natural resources and environment.

To achieve this goal, the ECP programme is divided into three main pillars. First, it works with academics and practitioners to develop an extensive evidence base of good practices and lessons learned from conflict and peacebuilding case studies. This wealth of material is managed in a global knowledge platform and disseminated to a community of practice on environmental peacebuilding. Second, it conducts policy analysis and creates partnerships with UN and other actors in order to help formulate more effective response policies and programmes across the spectrum of peace and security operations. Finally, it provides technical support to UN country teams, conflict-affected countries and other stakeholders in the field to conduct assessments and apply good practices through catalytic partnerships and pilot projects.

The purpose of this report is to highlight the results that the ECP programme has achieved in the field of environmental peacebuilding from 2008 to 2016 in seven thematic areas:

- ① Natural Resources and Peacebuilding
- ② Greening Peacekeeping Operations
- ③ Environmental Diplomacy and Mediation Support
- ④ International Law, Conflict and the Environment
- ⑤ Women, Natural Resources and Peacebuilding
- ⑥ Climate Change and Security
- ⑦ Environmental Transparency and Extractives

The report also shares some of the key lessons learned and recommendations for future focus areas.

ECP contributes to UNEP's programme of work for 2016-2017 within the Disasters and Conflicts sub-programme, under expected accomplishment (a): "The capacity of countries to use natural resource and environmental management to prevent and reduce the risk of disasters and conflicts is improved."

Further information on the ECP programme can be found on www.unep.org/ecp

All of the publications mentioned in this report can be found on www.unep.org/ecp/publications

The knowledge platform and community of practice can be accessed on

www.environmentalpeacebuilding.org

Contents

Executive Summary	8
1. An Introduction to Environmental Cooperation for Peacebuilding	12
1.1 Thematic Priorities	13
1.2 Programme History and Structure	14
1.3 Funding Mechanisms	19
2. Natural Resources and Peacebuilding	20
2.1 Evidence Base and Policy Influence	20
2.2 Afghanistan: Harnessing the Peacebuilding Potential of Natural Resource Sectors	24
2.3 Sierra Leone: Environmental Compliance in the Mining Sector	25
2.4 Central African Republic: Natural Resources as Peace Spoilers	26
2.5 Darfur, Sudan: Natural Resources, Conflict and Peacebuilding	27
2.6 Great Lakes: Building Civil Society Capacity	28
2.7 Outcomes and Next Steps	29
3. Greening the Blue Helmets	30
3.1 Evidence Base and Policy Influence	30
3.2 Somalia: Greening Peace Operations	32
3.3 South Sudan: Greening the UN House	32
3.4 Mali: Helping to Protect Fragile Environments During Peace Operations	33
3.5 Central African Republic: Greening Peace Operations	33
3.6 DR Congo: Assessing the Extent of Environmental Crime and Threat Financing	34
3.7 Outcomes and Next Steps	35
4. Environmental Diplomacy and Mediation Support	36
4.1 Evidence Base and Policy Influence	36
4.2 Haiti and the Dominican Republic: Cross-Border Environmental Cooperation	37
4.3 Ogoniland, Nigeria: Application of Environmental Diplomacy in Practice	38
4.4 Bougainville, Papua New Guinea: Technical Support on the Panguna Mine	39
4.5 Western Sahara: Environmental Support to the Technical Dialogue	39
4.6 Afghanistan and Iran: Sistan Basin Wetlands	40
4.7 Outcomes and Next Steps	40
5. Environmental Transparency and Extractives	42
5.1 Evidence Base and Policy Influence	42
5.2 DR Congo: Testing MAP-X to Map and Host EITI Reporting Data	43
5.3 Afghanistan: Testing MAP-X to Map and Monitor Local Conflict Dynamics	44
5.4 Nigeria: Testing MAP-X to Map and Monitor Oil Contamination	45
5.5 Outcomes and Next Steps	45

6. Climate Change and Security	46
6.1 Evidence Base and Policy Influence	46
6.2 Sahel Region: Assessing Security Risks from Climate Change	47
6.3 Outcomes and Next Steps	47
7. Women, Natural Resources and Peacebuilding	48
7.1 Evidence Base and Policy Influence	48
7.2 Outcomes and Next Steps	49
8. International Law, Environment and Conflict	50
8.1 Evidence Base and Policy Influence	50
8.2 Outcomes and Next Steps	51
9. Partnership Publications and Other Materials	52
9.1 Policy Reports	52
9.2 Books	53
9.3 Technical Reports	54
9.4 Guidance Documents	55
9.5 Training and E-Learning	56
9.6 Knowledge Platform	57
9.7 TEDx Talk	57
9.8 UNEP Expert Group on Conflict and Peacebuilding	58
10. Conclusions	60
11. Lessons Learned	62
12. Future Outlook of the ECP Programme	66
Annex 1 List of Contributors to ECP during 2008-2016	68
Annex 2 List of Partner Organizations	70

Executive Summary

Background

While natural resources are key assets to achieve sustainable development, they are also increasingly acting as drivers of fragility, conflict and violence. This problem is especially acute in conflict-affected countries which fundamentally depend on harnessing their resource wealth in order to stabilize and develop. Yet these countries also have the lowest capacity to capture the multiple benefits from natural resources without triggering new sources of conflict, causing major environmental degradation or unleashing the “resource curse”. Similarly, in the aftermath of violent conflict, natural resources such as land, timber, minerals, oil, and gas are often the primary assets readily available to governments. How they use these assets can fundamentally alter the course of post-conflict peacebuilding.

As the global population continues to rise, the global demand for resources continues to grow, and the impacts of climate change begin to materialize, competition over natural resources is set to intensify. Many countries are therefore seeking international assistance to adopt forward looking and innovative policies and safeguards to protect and manage their resource endowments. In the UN system, supporting countries to effectively address conflict risks and peacebuilding opportunities from natural resources requires a strategy that goes well beyond the mandates and capacities of individual UN agencies. The key challenge is how to coordinate and deploy the five core operational areas of peace and security, human rights, sustainable development, humanitarian assistance and international law in a more effective and coherent way to address natural resources management issues.

Against this background, the Environmental Cooperation for Peacebuilding (ECP) programme was founded by UNEP in 2008, with bilateral support from Finland and Sweden. The overall aim of ECP is to support domestic, regional and international peace consolidation efforts by providing expertise on the conflict risks and peacebuilding opportunities associated with natural resources and the environment. The ECP programme collects the latest knowledge and good practices, identifies policy options, conducts training and catalyses pilot projects at the field level. In short, through multiple partnerships with governments, UN entities and civil society, the programme helps international and national stakeholders find opportunities to make natural resources and the environment a reason for cooperation and confidence building rather than conflict.

Thematic Priority Areas

ECP has evolved over time to cover seven main themes based on stakeholder needs and requests:

Natural Resources and Peacebuilding:

Assisting fragile states and the UN system to assess and integrate risks and opportunities from natural resources and the environment into conflict prevention and peacebuilding strategies, as well as related governance, institutional and legal reforms.

Greening Peacekeeping Operations:

Making UN peacekeeping operations greener, safer, more efficient and resilient by promoting and implementing good environmental and natural resource management practices.

Environmental Diplomacy and Mediation Support:	Using shared natural resources or common environmental threats as a platform for dialogue, confidence-building and cooperation between divided communities or countries.
International Law, Conflict and the Environment:	Improving the protection of natural resources and the environment before, during and after armed conflicts through the promotion of international legal instruments.
Women, Natural Resources and Peacebuilding:	Using natural resources to improve women's empowerment in social, political or economic terms in peacebuilding programmes.
Environmental Transparency and Extractives:	Improving environmental transparency across the extractive industry value chain in order to reduce negative impacts, improve benefit sharing, and sustain the social license of companies to operate.
Climate Change and Security:	Enhancing the capacity of policymakers and stakeholders to identify, plan and respond to security risks from climate change through resilience building measures.

Conclusions

The ECP programme was the first comprehensive and sustained effort to set in motion and catalyze new thinking, reforms and processes across the peace and security continuum of the UN system that would systematically address risks and opportunities from natural resources and the environment. Over the eight-year implementation period, the expectations of what ECP could achieve were surpassed as concluded by the programme evaluation. Some core highlights include:

New policies and operational partnerships: All the key UN agencies involved in the peace and security continuum published joint policy reports with UNEP outlining the links between natural resources and their specific area of responsibility. This covered peacebuilding, peacekeeping, mediation, international law, women and ex-combatants. These reports helped to raise awareness within respective institutions and globally, but more importantly served as the foundation for operational partnerships that could take forward field programmes on the ground. These partnerships are seeking to mobilize USD 25 million of new funds to support field level pilot projects.

Common UN guidance: The ECP programme helped the UN system and member states adopt new policies at the highest international level to signal the importance of the natural resources, conflict and peace for future global programmes and domestic legislation. Most importantly, 38 UN agencies adopted a common guidance note on programming linked to natural resources in post-conflict transitions.

Field operations: A total of 12 countries and one region were provided direct field level technical assistance on addressing conflict risks and peacebuilding opportunities from natural resources and the environment. This ranged from conducting technical assessments in CAR, Sierra Leone, Afghanistan, and DR Congo, to providing technical advice to UN peacekeeping missions in DR Congo, Mali, South Sudan, Somalia and CAR, to providing environmental diplomacy and mediation support in Western Sahara, Haiti and Dominican Republic, Bougainville, PNG, Ogoniland, Nigeria and the Sahel. Each field engagement led to concrete follow-up work that was implemented by UNEP or other partners as part of their country operations.

Community of practice and knowledge platform:

The ECP programme established a global knowledge platform consisting of case studies from 60 post-conflict countries, and a new community of practice on environmental peacebuilding involving over 4,000 members. The knowledge platform is the top-ranked response on google for the term environmental peacebuilding.

New resolutions and international norms:

The evidence collected by ECP and the various reports produced were used to help catalyse a new resolution adopted by the UN Environmental Assembly in 2016 on protecting the environment in areas affected by armed conflict. They also influenced the content of the International Law Commission's legal review on measures to protect the environment before, during and after armed conflict, including the subsequent normative guidelines that were adopted.

Priority setting:

The linkages among natural resources, conflict and peacebuilding have become a top institutional priority for UNEP, specifically identified by the new Executive Director as a priority for his tenure in order to build on the work established by the ECP programme. This aligns with the new Secretary-General's planned focus on peace and security.

Future Outlook

Where possible, ECP's work in the future will be oriented to support the achievement of the Sustainable Development Goals, in particular the SDG 16 on Peace, Justice and Strong Institutions. The key targets are:

- 16.3** Promote the rule of law at the national and international levels, and ensure equal access to justice for all
- 16.6** Develop effective, accountable and transparent institutions at all levels
- 16.7** Ensure responsive, inclusive, participatory and representative decision-making at all levels
- 16.10** Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements
- 16.a** Strengthen relevant national institutions, including through international cooperation, for building capacities at all levels, in particular in developing countries, for preventing violence and combating terrorism and crime

UNEP views these five targets as essential requirements for governing natural resources in a manner which maximizes peace dividends and minimizes the risk of social grievances and violent conflict. This work will complement and inform other planned UNEP support to SDGs that have a stronger environmental orientation.

Key global agendas, such as the expert reviews of Peace Operations and Peacebuilding Architecture, also highlight the need for focused investments in conflict prevention combined with coherent and holistic responses to armed violence and peacebuilding. As the initial global investments made by the ECP programme become self-sustaining and are scaled-up by the partners and beneficiaries, UNEP can refocus its own efforts on providing targeted technical assistance to member states at the field level, including:

- a.** Scientific and impartial environmental assessments
- b.** Capacity building for conflict-sensitive environmental governance
- c.** Provision of technical support for dispute resolution
- d.** Pilot projects that demonstrate ecosystem-based measures as well as environmental transparency and performance safeguards
- e.** Development and management of an international knowledge base and community of practice on environmental peacebuilding

Acronyms

CAR	The Central African Republic
CCA	Climate Change Adaptation
CILSS	Comité Permanent Inter-États de Lutte contre la Sécheresse dans le Sahel
DDR	Disarmament, Demobilization and Reintegration of Ex-combatants
DESA	UN Department of Economic and Social Affairs
DFS	UN Department of Field Support
DPA	UN Department of Political Affairs
DPKO	UN Department of Peacekeeping Operations
ECHA	UN Executive Committee on Humanitarian Affairs
ECP	Environmental Cooperation for Peacebuilding programme
EIA	Environmental Impact Assessment
EITI	Extractive Industries Transparency Initiative
ELI	Environmental Law Institute
FAO	Food and Agriculture Organization of the United Nations
g7+	A group of conflict-affected countries in transition to the next stage of development
ICRC	International Committee of the Red Cross
ILC	International Law Commission
IOM	International Organization for Migration
IUCN	International Union for Conservation of Nature
MAP-X	UNEP/World Bank Initiative on Mapping and Assessing the Performance of Extractive Industries
MFA	Ministry for Foreign Affairs
MINUSCA	Multidimensional Integrated Stabilization Mission in the Central African Republic
MINUSMA	UN Multidimensional Integrated Stabilization Mission in Mali
MONUSCO	UN Stabilization Mission in the Democratic Republic of the Congo
MOOC	Massive Open Online Course
MSG	Multi-Stakeholder Group
OCHA	UN Office for the Coordination of Humanitarian Affairs
OECD	Organization for Economic Cooperation and Development
PBC	UN Peacebuilding Commission
PBSO	UN Peacebuilding Support Office
PNG	Papua New Guinea
PRIO	Peace Research Institute Oslo
SDG	Sustainable Development Goal
SRSG	Special Representative of the Secretary-General
UNDP	UN Development Programme
UNDG	UN Development Group
UNEP	UN Environment Programme
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
UNU	UN University
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WFP	United Nations World Food Programme

1. An Introduction to Environmental Cooperation for Peacebuilding

While natural resources are key assets to achieve sustainable development, they are also increasingly acting as drivers of fragility, conflict and violence. This problem is especially acute in conflict affected countries which fundamentally depend on harnessing their resource wealth in order to stabilize and develop. Yet these countries also have the lowest capacity to capture the multiple benefits from natural resources without triggering new sources of conflict, causing major environmental degradation or unleashing the “resource curse”.

Similarly, in the aftermath of violent conflict, natural resources such as land, timber, minerals, oil, and gas are often the primary assets readily available to governments. How they use these assets can fundamentally alter the course of post-conflict peacebuilding. The challenge lies in encouraging the responsible use of those natural resources and then converting the revenues derived from natural resource extraction into livelihoods, jobs, infrastructure, and the basic services needed to consolidate and sustain peace. Effective and equitable management of natural resources and the environment has the potential to transform post-conflict countries by providing tangible peace dividends that can propel the peace process forward while also kick-starting economic growth and supporting state-building. Natural resources can also create a common interest between opposite parties which can be used as an initial basis for cooperation and confidence building. This can often be done in a manner that can empower particular groups, such as women, or indigenous populations, and can often “spill over” into other forms of cooperation.

As the global population continues to rise, the global demand for resources continues to grow, and the impacts of climate change begin to materialize, competition over natural resources is set to intensify. Many countries are therefore seeking international assistance to adopt forward looking and innovative policies and safeguards to protect and manage their resource endowments, including mechanisms to resolve conflicts, promote transparency and accountability, involve the public in decision-making and ensure the fair distribution of benefits. In short, capitalizing on the promise offered by natural resources while avoiding the peril.

In the UN system, few other issues cut across as many institutional mandates and national interests as natural resources. Ultimately, supporting countries to effectively address conflict risks and peacebuilding opportunities from natural resources requires a strategy that goes well beyond the mandates and capacities of individual UN agencies. The key challenge faced by the UN system is how to coordinate and deploy the five core operational areas in a more effective and coherent way to address natural resources management issues. These include peace and security, human rights, sustainable development, humanitarian assistance and international law.

Against this background, the overall aim of UNEP's Environmental Cooperation for Peacebuilding programme is to support domestic, regional and international peace consolidation efforts by providing expertise on the conflict risks and peacebuilding opportunities associated with natural resources and the environment. In short, the programme helps international and national stakeholders find opportunities to make natural resources and the environment a reason for cooperation and confidence building rather than conflict.

1.1 Thematic Priorities

The ECP programme collects the latest knowledge and good practices, identifies policy options, conducts training and catalyses pilot projects at the field level. The programme has worked with UN counterparts across the entire peace and security continuum identified in the Secretary-General's report "An Agenda for Peace". The different phases of this continuum can be summarised as preventive diplomacy, peacemaking, peacekeeping and peacebuilding, each one applied at a different stage, according to the intensity of a conflict. UNEP has sought to understand the positive and negative roles that natural resources and the environment play across the peace and security continuum in order to improve the UN's overall approach and unity of purpose. To achieve this goal, the programme has evolved over time to cover seven main themes based on stakeholder needs and requests:

Natural Resources and Peacebuilding:

Assisting fragile states and the UN system to assess and integrate risks and opportunities from natural resources and the environment into conflict prevention and peacebuilding strategies as well as related governance, institutional and legal reforms.

Greening Peacekeeping Operations:

Making UN peacekeeping operations greener, safer, more efficient and resilient by promoting and implementing good environmental and natural resource management practices. This is achieved by providing technical expertise on topics such as energy and water use, waste management, wildlife protection, and environmental management systems.

Environmental Diplomacy and Mediation Support:

Using shared natural resources or common environmental threats as a platform for dialogue, confidence-building and cooperation between divided communities or countries. This is achieved by drawing on UNEP's neutrality, convening power and technical orientation to act as an impartial and trusted third party. UNEP can conduct environmental assessments to equalize the information base among parties, convene stakeholders and provide a neutral space for dialogue, as well as monitor and validate compliance with the technical provisions of mediated resource agreements.

International Law, Conflict and the Environment:

Improving the protection of natural resources and the environment before, during and after armed conflicts through the promotion of international legal instruments. This includes conducting legal analysis, providing support to the International Law Commission and hosting events associated with the International Day for Preventing the Exploitation of the Environment in War and Armed Conflict, which takes place each year on 6 November.

Women, Natural Resources and Peacebuilding:

Using natural resources to improve women's empowerment in social, political or economic terms in peacebuilding programmes. This includes understanding specific challenges and/or opportunities presented by women's access, use and control of natural resources and integrating gender-responsive approaches to natural resource governance reforms.

Environmental Transparency and Extractives:

Improving environmental transparency across the extractive industry value chain in order to reduce negative impacts, improve benefit sharing, and sustain the social license of companies to operate. UNEP works with a range of partners in the MAP-X initiative to ensure that environmental risks and costs are integrated within transparency standards and open government initiatives, stakeholder consultations, benefits sharing agreements and participatory monitoring tools.

Climate Change and Security:

Enhancing the capacity of policymakers and stakeholders to identify, plan and respond to security risks from climate change through resilience building measures. This includes developing methods to map national and local vulnerability to climate change and security risks, integrating conflict-sensitive approaches within climate change adaptation projects, and building local level resilience through improved resource management.

Within each of these thematic areas, UNEP partners with member states, as well as key UN and other international actors to identify existing knowledge and good practice, jointly develop evidence-based policy reports, guidance documents and training materials, and pilot test innovative approaches in the field where requested.

This report provides a comprehensive overview of the different outputs and outcomes achieved in each of these thematic areas. It emphasises the new policies, capacities and partnerships that have been built within the UN system to address key priorities going forward and demonstrates how UNEP's own capacity has been significantly enhanced.

1.2 Programme History and Structure

At the turn of the millennium, the UN's evolving peacebuilding architecture did not reflect the broad and complex role of natural resources across the peace and security continuum, as shown in [Figure 1](#). As a result, the UN was insufficiently prepared to support lasting resolutions to resource conflicts or capitalize on the peacebuilding potential of natural resources and the environment.

In 2005, Finland's President Tarja Halonen wrote to the UN Secretary-General Kofi Annan, noting this shortcoming. She offered to partner with UNEP to enhance understanding and capacity across the UN system to address conflict risks and peacebuilding opportunities from natural resources and the environment.

Mr. Pekka Haavisto, former Finnish Minister for Environment and Development, also lent his political support to the idea, arguing that UNEP's extensive field assessment experience from 20 conflict-affected countries needed to be systematically shared with the wider UN system as the foundation for a more comprehensive international response.

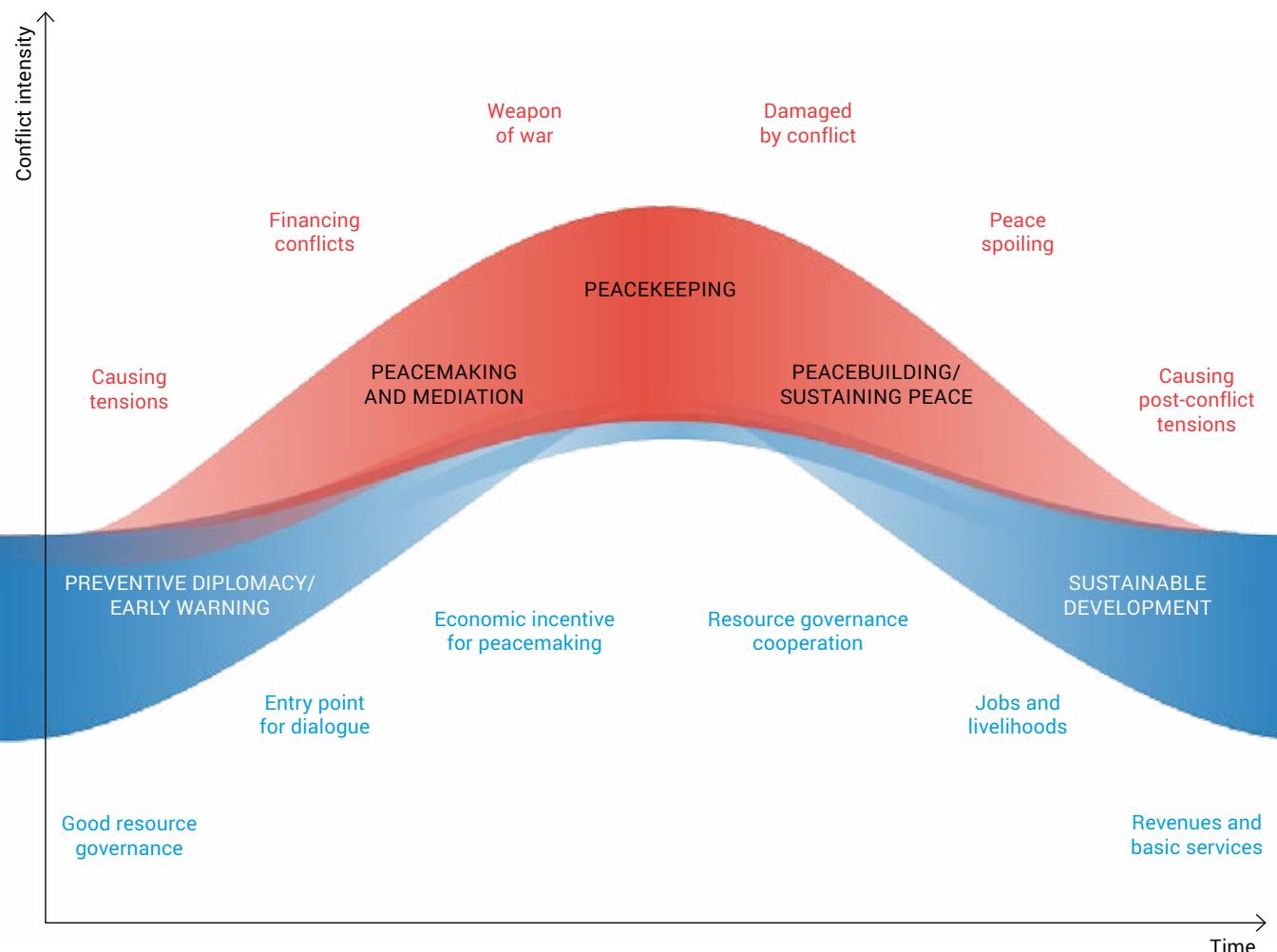
The Environmental Cooperation for Peacebuilding (ECP) programme was founded by UNEP in 2008, with bilateral support from Finland and Sweden. The overall aim of the ECP programme is to *"strengthen the capacity of countries, regional organizations, UN entities and civil society to understand and respond to the conflict risks and peacebuilding opportunities presented by natural resources and environment."*

The ECP programme adopted the peace and security continuum from [Figure 1](#) as the basic conceptual framework for its work and sought to establish partnerships with the key UN peace and security actors that are responsible for interventions at different points along the continuum. These included actors working on conflict prevention, mediation, peacekeeping, peacebuilding and international law. The programme also established partnerships on the roles of women and ex-combatants in post-conflict natural resource management. With each UN partner, UNEP sought to gather field evidence, analyze policy and operational responses and catalyze the uptake of good practices and innovative pilot projects in the field by UN actors, governments and other stakeholders.

The goal was to help the UN system adopt a more coordinated and systematic approach to addressing natural resource risks and opportunities across the full peace and security continuum, given the complex and often dynamic role they can play. As most natural resource conflicts are characterized by a combination of political and technical aspects that lie outside the mandate of any single agency to address, only a comprehensive and joint approach with member states could tackle the problem effectively.

Figure 1

Conceptualization of **risks** and **opportunities** from natural resources and the environment along the peace and security continuum



ECP's strategy to address this complex challenge was divided into three main operational pillars as represented in [Figure 2](#).

PILLAR 1

Providing global thought leadership and building the evidence base for programming

ECP's first objective was to collect case studies from field practitioners, experts and academics documenting how natural resources had successfully supported post-conflict peacebuilding, and illustrating how different risks along the peace and security continuum had been addressed. This evidence base was used to inform the development of new policies, programmes and practices in Pillars 2 and 3. It also helped to establish a community of practitioners working on the topic. Using these materials, ECP also sought to lay the foundation for a new multidisciplinary field of study known as "Environmental Peacebuilding."

PILLAR 2

Conducting strategic advocacy and joint policy analysis across the UN system.

ECP's second objective was to establish partnerships with key UN agencies to jointly analyze the evidence base and identify more effective response measures to address conflict risks and peacebuilding opportunities from natural resources. The joint policy reports born out of each partnership feature a combination of case studies, lessons learned and recommendations for improving policies, programmes and practices in the field. In each case, the underlying process was also used to conduct strategic advocacy within the UN system, raise awareness, and generate the political momentum for action.

PILLAR 3

Catalyzing uptake of good practices and pilot projects in the field.

The third main objective of ECP was to help catalyze the use and uptake of lessons learned and good practices on natural resources, conflict and peacebuilding in the field by the UN system, member states and other stakeholders. This involved offering technical assessments and impartial expertise on a "rapid response" basis to UN partners and national stakeholders, as well as developing pilot projects and joint programmes aiming to tackle specific resource-driven conflicts.

ECP's aim was to make strategic investments and catalyze new thinking, reforms and processes in each of these pillars that could become independently self-sustaining by the partners and beneficiaries. The main outputs and outcomes across these three pillars are summarized in [Table 1](#) (page 18).

The pillars were implemented in seven thematic areas. Sections 2-8 of this report follow the structure of these thematic areas and present them in more detail.

Figure 2
Pillars of the ECP
programme

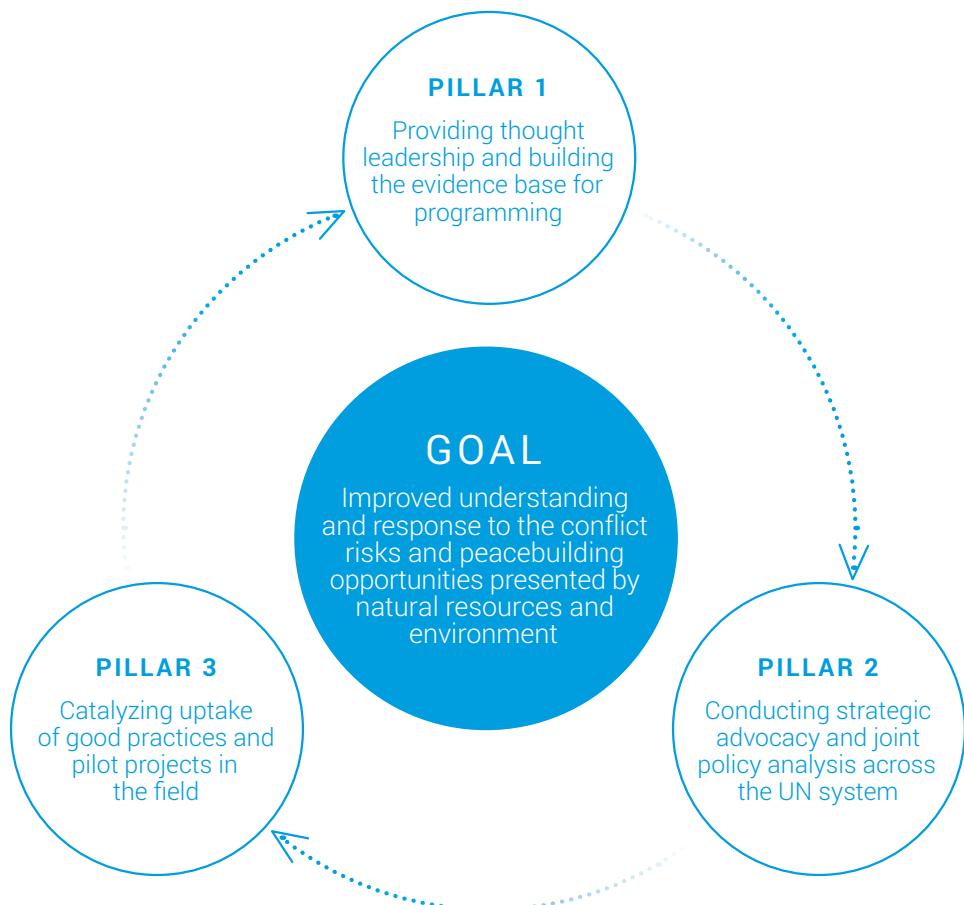


Table 1
ECP Pillars, Outputs and Outcomes

ECP PILLAR	OUTPUTS	OUTCOME
PILLAR 1 Phase 1 Providing global thought leadership and building the evidence base for programming	<ul style="list-style-type: none"> ① 150 peer reviewed case studies and 6 books published on high-value resources, water, land, livelihoods, restoration and governance (ELI, McGill, Tokyo, Duke, PRIO, others) ② Tools, platform and network for a new community of practice on Environmental Peacebuilding developed (UNEP and ELI) ③ Partnership to develop a Massive Open Online Course (MOOC) on Environmental Peacebuilding (ELI, Universities of Columbia, California at Irvine, and Duke) 	Increased awareness, knowledge and know-how used by international experts and organizations on addressing conflict risks and peacebuilding opportunities from natural resources.
PILLAR 2 Phase 2 Conducting strategic advocacy and joint policy analysis across the UN system.	<ul style="list-style-type: none"> ④ 6 flagship policy reports in partnership with UN actors containing advice and guidance material for addressing risks and opportunities from natural resources across the peace and security continuum. Themes cover peacebuilding (PBSO), peacekeeping (DPKO/DFS), mediation (DPA), international law (ILC/ICRC/ELI), reintegration of ex-combatants (UNDP), empowerment of women (PBSO, UN Women, UNDP) ⑤ 1 UN guide on addressing natural resources in post-conflict transitions (UNDG/ECHA) and integration within UN Conflict and Development Analysis Toolkit (CDA) ⑥ 6 guidance notes on addressing natural resources in conflict prevention disseminated. Themes cover land, renewable resources, extractive resources, and conflict-sensitivity. (UN-EU Partnership on Land, Natural Resources and Conflict Prevention – UNDP, PBSO, UNHABITAT, UNDESA, DPA, IOM) ⑦ Evidence and technical support provided to global level policy making process, high-level panels and reports of UN Secretary-General. 	Increasing awareness of the role of natural resources in conflict and peacebuilding, translated into analytical methods guidance and capacity for early warning, coordinated within the UN system and among member states.
PILLAR 3 Phase 3 Catalyzing uptake of good practices and pilot projects in the field.	<ul style="list-style-type: none"> ⑧ Technical assistance and rapid response on Conflict Prevention and Peacebuilding: CAR, Sierra Leone, Afghanistan, DR Congo, Somalia ⑨ Technical assistance and rapid response on Mediation and Environmental Diplomacy: Western Sahara, Haiti, the Dominican Republic, Bougainville, Sahel, Nigeria ⑩ Technical assistance and rapid response on Peacekeeping: DR Congo, Mali, South Sudan, Somalia, CAR 	Conflict prevention and peacebuilding programmes and processes by UN actors address natural resource risks and opportunities, empower women and restore livelihoods for ex-combatants, mitigate negative environmental effects, and further develop national capacity.

Impartial technical expertise provided to stakeholders in the field across 26 countries



1.3 Funding Mechanisms

The Ministry for Foreign Affairs of Finland (MFA) has provided core funding for the ECP programme throughout the three phases during 2008-2016. Initially, the programme was made possible by anchor funding from Finland, towards the end of 2007, together with initial co-funding from Sweden. This anchor funding was then continued by Finland through two other successive phases in subsequent years, catalysing additional contributions from some 10 other donors to specific areas of work¹. These, in turn, triggered a significant mobilisation of co-financing through individual projects and initiatives, including from other UN bodies.

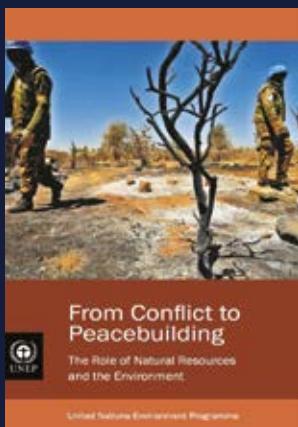
The direct extra-budgetary funding received for the programme Phase I (2008-2010) was USD 4.2 million, for Phase II (2010-2012) USD 7.5 million, and USD 6.1 million for Phase III (2013-2016). Of this funding 63% came from Finland, the remainder being given for specific projects by other donors, partners and UN agencies.

Within the Government of Finland, UNEP relations are managed by the Ministry of Environment, while the funding for ECP came from the Policy Division of the Ministry for Foreign Affairs. The un-earmarked nature of the Finnish core funding has enabled ECP to be highly adaptive and catalytic in nature. The Finnish MFA has maintained a very engaged role and the relationship between ECP and the Ministry personnel has been highly symbiotic. In terms of the efficiency of expenditures of the ECP programme, the final external evaluation concluded that *"the programme is dynamic and efficient, delivered by very few staff members working long hours, taking full advantage of the fast evolving interest in the subject matter, linking resources and the drivers of peace"*.

¹ By order of magnitude: European Union, Norwegian Royal Ministry of Foreign Affairs, Swedish International Development Agency, United Kingdom, Italy, Environmental Law Institute, Columbia University, UN Women, UN Department of Peacekeeping Operations, UN Department of Field Support, UN Department of Political Affairs, UN Development Programme, UN Institute for Training and Research

2. Natural Resources and Peacebuilding

2.1 Evidence Base and Policy Influence



Peacebuilding is one of the most important tasks of the United Nations. The UN Peacebuilding Commission (PBC) was established in 2005 with the objective of helping conflict-affected countries consolidate peace, including by addressing the root causes of conflict and providing a foundation for sustainable development. Natural resources play a prominent role in both of these areas.

In order to support the PBC in its task, UNEP collected and analysed field evidence on conflict risks and peacebuilding opportunities from a range of sources, including UNEP field assessments and 14 case studies. The work was synthesized in the flagship policy report *"From Conflict to Peacebuilding: The Role of Natural Resources and the Environment"* (2009).

"From Conflict to Peacebuilding" has been widely cited across a range of UN publications as well as in academic literature. UNEP's former Executive Director, Achim Steiner has hailed the report as a key UNEP milestone in terms of influencing the peace and security debate. One of the key outcomes of the report has been the increasing attention given to natural resource by successive reports of the Secretary-General on Peacebuilding in the Immediate Aftermath of Conflict in 2009, 2010, 2012 and 2014. A major tipping point came in the 2010 report, when the Secretary-General called on member states and the United Nations system *"to make questions of natural resource allocation, ownership and access an integral part of peacebuilding strategies."*

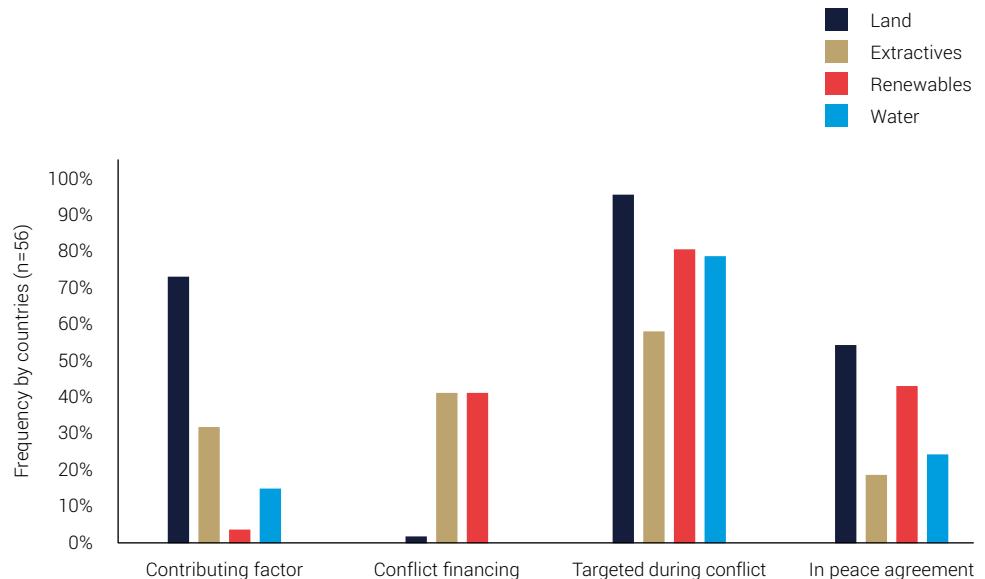
This provided an important political justification for UNEP to continue its work in this area. In particular, UNEP helped establish a partnership² between the UN and EU to develop 6 guidance notes on preventing conflicts linked to land and natural resources through improved natural resource governance. UNEP also formed a partnership with the Environmental Law Institute, the Universities of Tokyo and McGill and a range of other partners and institutes to establish the largest global research programme of its kind on natural resources and post-conflict peacebuilding. Over a period of four years, a total of 150 original case studies from 67 conflict-affected countries around the world were developed, representing contributions from 225 experts. The case studies cover a range of natural resources, including land and water, high-value extractives such as oil, gas, minerals, metals and gems, as well as renewable resource sectors such as forestry, fisheries and agriculture.

To date, the case studies have been referenced in a number of high profile publications from the UN, the World Bank, the African Development Bank (AfDB), the International Panel on Climate Change (IPCC), the International Law Commission (ILC) and the Organization for Economic Cooperation and Development (OECD). They also formed the basis for a TEDx talk by the head of the ECP programme entitled *"Natural resources and peacebuilding: Is the United Nations united?"*

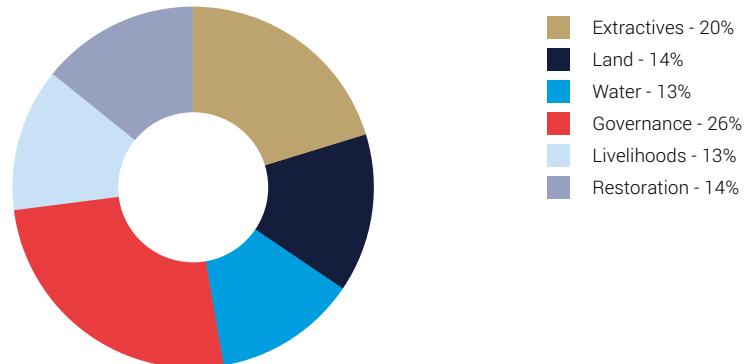
² Formally called the EU-UN Global Partnership on Land, Natural Resources and Conflict Prevention

Key Statistics from the
Book Series on Peacebuilding
and Natural Resources

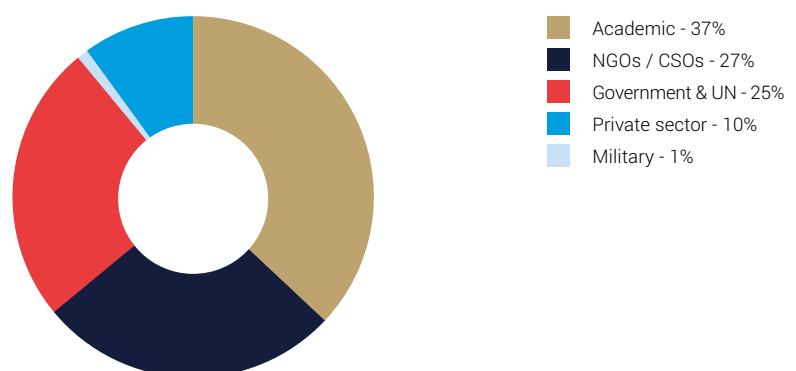
**Role of natural
resources in conflict**
from 1990, over
1,000 battle deaths



**Breakdown of
themes addressed**
by the 150 case studies



**Breakdown of
contributing authors**
to the 150 case studies



The lessons learned from the case studies are being used as the basis for peacebuilding programming in a number of countries by a range of different stakeholders, including by the International Dialogue on Peacebuilding and State-building (IDPS) and members of the g7+ group of fragile states. In particular, ECP presented key lessons learned to the High-level Seminar *"From Peacebuilding to State-building – African Experiences"* held in Helsinki in May 2014 under the chairmanship of Pekka Haavisto, the Minister for Development of Finland.

On the basis of UNEP's work on natural resources, peace and security, UNEP's Executive Director was also invited to address the UN Security Council in the debate on climate change and international security in June 2011. A range of issues were debated, in particular the potential for increased conflict from resource scarcity and variability due to climate change.

In November 2012, the g7+ group of 20 conflict-affected states formally recognized addressing natural resources as a major factor in achieving stabilization and resilience. They noted the need to improve their own governance of natural resources and related revenues, but also highlighted the role played by the international community in combating illegal resource exploitation. Following this declaration, the secretariat of the g7+ requested that formal partnership with UNEP be established to develop a strategy and related tools on natural resource risks and opportunities in fragile states, in line with many of the recommendations of the 2009 policy report.

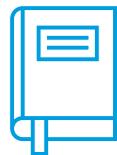
Another major milestone was achieved in 2013, when the UN-wide guidance note on Natural Resource Management in Transition Settings was endorsed by 38 UN agencies, funds and programmes that form the UN Development Group (UNDG) and the Executive Committee on Humanitarian Affairs (ECHA). The adoption of this document is an important milestone for the UN system in terms of highlighting risks and opportunities from natural resources in conflict prevention and peace consolidation.

To commemorate the International Day for Protecting the Environment During Armed Conflict on 6 November 2013, UNEP Executive Director and UN Under-Secretary-General Achim Steiner formally launched an international knowledge platform and community of practice on environmental peacebuilding (see opposite). During the launch event, Mr. Steiner noted that *"A key goal of the Environmental Peacebuilding platform is to provide resources to decision-makers, practitioners and researchers on how to improve peacebuilding through more effective natural resource management."* Welcoming the platform, Jatou Jallow, the Head of the Environment Protection Agency for Sierra Leone, said: *"Managing our minerals and other natural resources must be done in ways that generate revenues, equitably distribute wealth, alleviate poverty and mitigate environmental and social impacts. Having access to the resources and knowledge on this website will greatly help us along that path."*

The knowledge platform is regularly accessed by users from 185 countries and supports a virtual Community of Practice of over 4,000 people from 95 countries that have signed up to a regular Environmental Peacebuilding Update.

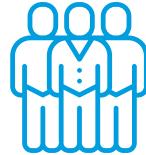
<http://www.environmentalpeacebuilding.org>

Environmental
Peacebuilding
Knowledge Platform
in numbers



4,000

Knowledge
products



4,000

Members
since 2013



8,000

Page views
per month



80,000

Case studies
downloaded

Most recently, the UNEP report *"From Conflict to Peacebuilding"* was referenced by the Advisory Group of Experts in their report "The Challenge of Sustaining Peace" to the Security Council in June 2015. It urged governments to commit to different transparency and governance initiatives linked to natural resources. This expert report is another critically important political milestone in recognizing the need to address natural resource governance in peace consolidation and state-building.

Building on the recommendations of the report, UNEP, PBSO and other partners have also assessed and addressed key natural resource challenges at the country level on a pilot basis. The main activities have taken place in Afghanistan, Sierra Leone, Central African Republic, Sudan, and the Great Lakes Region as described in the following sections.

Central Highlands, Afghanistan



Afghanistan

2.2 Afghanistan: Harnessing the Peacebuilding Potential of Natural Resource Sectors

Afghanistan's natural resources are critical for a peaceful and prosperous future. An estimated 70-80% of Afghans rely on agriculture and animal husbandry for their daily survival and the commercial potential of Afghanistan's mineral wealth is considerable. Speculative estimates of over one trillion USD in reserves would imply a transformative impact on the country's development trajectory, as harnessing these assets could create jobs, fund basic government services and stimulate further economic growth.

Natural resources are a major source of conflict in Afghanistan and the wider region, with division of water at local and transboundary levels, land ownership disputes, regional drugs trade, and smuggling of high value timber. Recent investments in mineral and hydrocarbon extraction, if not managed carefully, could generate additional conflicts and instability.

Against this background, the ECP programme and the UNEP team in Afghanistan were requested to assess the ways in which natural resource management – the institutions, policies and practices that govern land, water, forests, minerals, hydrocarbons – interact with violent conflict in Afghanistan. The report *"Natural Resource Management and Peacebuilding in Afghanistan"* (2013), supported by the European Commission, recommends how the government and the international community can maximize conflict prevention and peacebuilding opportunities through better management of natural assets. As a follow-up, UNEP provided technical assistance to integrate key risks and opportunities linked to natural resources into UN planning processes and capacity building programmes as well as outreach and advocacy with a number of key development partners.

Following the election of the President Ashraf Ghani in 2014, the government announced the responsible and sustainable development of the mining sector as a top priority. Key problems are corruption, serious insecurity, risks to cultural heritage, mismanagement of resettlement operations, local protests and contract violations. The two largest projects, the Aynak copper mine and the Hajigak iron ore deposits, continue to prove challenging to the government and the private sector.

UNEP is developing a response package for the Minister of Mines and Petroleum to identify and support technical areas of engagement between UNEP, UNDP and the national government key line ministries, such as the National Environmental Protection Agency (NEPA) and Ministry of Mines and Petroleum (MoMP). The key themes are capacity building for government planners on sustainability, as well as technical and transparency-related skills to manage minerals and petroleum sector to maximize national benefits, without compromising the environment. One of the first steps has been to pilot test the new MAP-X platform at the Aynak copper mine as outlined in Section 5.3.

Sierra Rutile mine, Sierra Leone
2011 © Caroline Thomas/UNEP



2.3 Sierra Leone: Environmental Compliance in the Mining Sector



In 2010, Sierra Leone was at a unique juncture in the process of peace consolidation. The country had successfully stabilized, the Revolutionary United Front (RUF) had disbanded, and presidential elections were on the horizon. While some natural resources had played a key role in financing the decade-long civil war, they also made a positive contribution to the peacebuilding process. In particular, the mining sector attracted multi-billion USD investments, and contributed to 25% of GDP growth in 2005. By 2009, more than one hundred mining companies were present, with a combination of exploration or exploitation licenses covering a staggering 82% of the territory.

To help the government and UN Country Team understand potential conflict risks and peace opportunities from natural resources moving forward, ECP deployed a team of experts to conduct an assessment and identify urgent policy priorities. One of the key risks identified was the low capacity of the Environmental Protection Authority (EPA) to monitor the environmental impacts of major mining investments and to enforce compliance with national environmental laws. Indeed, in July 2010, the EPA was faced with a backlog of over 200 environmental impact assessments (EIAs) to review.

To help build the capacity of the EPA to carry out this core function, UNEP established a dedicated project within the UN Joint Vision for Sierra Leone. Working in collaboration with UNDP, FAO and DPA, a new position of "Environmental Affairs Officer" was established within the UN Country Team to implement the project. A "South-South" cooperation approach was adopted with the Southern African Institute for Environmental Assessment (SAIEA), based in Windhoek, Namibia.

The work demonstrated how critical it is to build national capacity for environmental management, monitoring and enforcement in the context of large-scale mining investments. While effective capacity can take many years to build, it is an important prerequisite in terms of preventing environmental impacts that can take decades to play out, cost millions to clean up, and be highly destabilizing.

Overall, the project found that the EIA process itself can also be effectively used as an instrument for community dialogue and trust building between stakeholders. Transparent and inclusive management of the natural resource sector from an early stage can help to build confidence in the wider political process of peace consolidation. After two years of successful capacity building investments by UNEP, the work continues as part of UNDP's Sierra Leone country programme.

Transporting tropical timber logs, the Central African Republic



2.4

Central African Republic: Natural Resources as Peace Spoilers



Central African Republic

The Central African Republic (CAR), one of the poorest countries in the world, is highly dependent on natural resources, most notably timber, diamonds and arable land. Coupled with poor governance, insecurity, high inequality and a sense of marginalization of specific regions, the root causes of conflict lie deep in economic and social structures.

In 2008-2009, ECP worked with the Peacebuilding Commission Support Office (PBSO) and the government to assess conflict risks and peacebuilding opportunities from natural resources. This work fed into the Strategic Framework for Peacebuilding during 2009-2011. The report focused on the need to reform the country's security sector and ensure that resource management offers livelihood and employment opportunities, in particular for ex-combatants. The resource governance framework, including land tenure, taxation, revenue and benefit sharing mechanisms and dispute resolution bodies, also requires wide scale reform.

Within the assessment process, UNEP also highlighted the urgent need to secure and demilitarize resource rich areas and establish transparent systems for revenue management to avoid any potential contribution to future conflict financing. However, before such measures could be implemented, the country relapsed into conflict in 2012 supported in part by financing from natural resources, in particular by illicit exploitation of diamonds and wildlife.

In January 2016, UNEP and the World Bank co-hosted a meeting among all key UN agencies operating in CAR to share information on their respective natural resource management programmes and to agree on concrete measures that could be taken to tackle illicit exploitation of the mining sector and support more sustainable development. This was an initial effort towards building a unity of purpose that could tackle these specific challenges in a more coherent and coordinated manner. Such a meeting could serve as a model for other UN operations where a unity of purpose is needed.



Community consultations
in North Darfur, Sudan

2.5 Darfur, Sudan: Natural Resources, Conflict and Peacebuilding



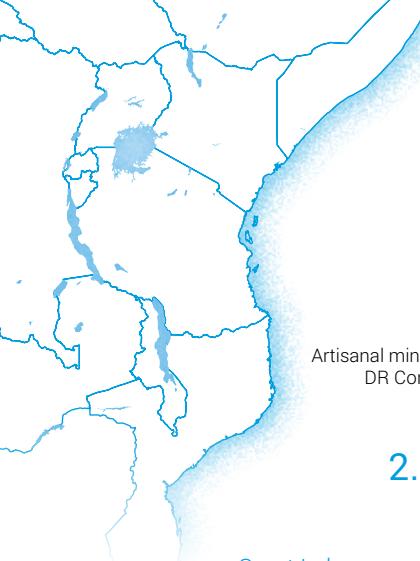
The links between natural resources and violent conflict are complex. This is particularly true for Darfur where any one episode of violence may relate to a number of grievances operating at different levels. These can be politically motivated, such as the conflict between rebel groups and the government at the national level or they may occur more at the local level relating to control of land and natural resources.

Regardless of the driver, violent conflict has a fundamental impact on natural resources as well as systems of environmental governance. These impacts have important implications for stability and peace in Darfur. Indeed, the Doha Document for Peace in Darfur calls for a new "framework for equitable access for various users of land and water resources".

To inform the development of this new framework, UNEP collected practical experiences undertaken by numerous partners in government and civil society between 2007 and 2014 to develop new inclusive and participatory approaches to environmental governance. Activities covered a combination of both technical work to manage and restore degraded natural resources, and political work capable of establishing a shared vision, resolving conflicts and advancing new forms of resource governance. This work culminated in a report titled *"Relationships and Resources: Environmental Governance for Peacebuilding and Resilient Livelihoods in Sudan"* which was published in 2014.

At the core of this report is the idea that rebuilding good resource governance requires practical steps to restore collaborative relationships amongst communities, government institutions, civil society and private sector. In Darfur, many of these relationships have been destroyed by conflict and peace cannot be rebuilt until trust is re-established between these groups and with their governing institutions. The report demonstrates how relationships of three different types need to be restored as a prerequisite to rebuilding good governance: (A) institution to institution; (B) institution to community; and (C) community to community. To achieve this, the report defines five main dimensions of a relationship together with a measured pathway for monitoring progress. The five relationship dimensions cover: Directness (good communication); Commonality (shared purpose); Continuity (time together and a shared history); Multiplexity (mutual understanding and breadth); and Parity (fairness).

As a follow-up to this initial study, UNEP then worked in close collaboration with the European Commission, together with two local NGOs (the Darfur Development & Reconstruction Agency and SOS Sahel) to design a follow-up project on addressing conflicts linked to natural resources. This project will focus on the development of collaborative, non-violent ways of managing natural resources by establishing stronger relationships between user groups and state authorities and setting up mechanisms for dialogue and dispute resolution. It will be implemented by UNEP's country programme in Sudan in five project localities on a pilot demonstration basis over 2016-2018: Kerenik, Murnei and Azum in West/Central Darfur and the adjacent localities of Muglad and Babanusa in West Kordofan.



Artisanal mining,
DR Congo



Great Lakes

2.6

Great Lakes: Building Civil Society Capacity

In the African Great Lakes Region, demographic trends, increasing resource consumption, environmental degradation and climate change are placing significant and potentially unsustainable pressures on the availability and usability of natural resources, such as land, water, forests, minerals and ecosystems. With an increasing number of conflicts in the region related to access to land and natural resources, their sustainable and equitable management are critical. A combination of armed groups and criminal networks are also involved in illegal exploitation and trade in natural resources in the Great Lakes region.

Within the Great Lakes region, the EU-UN Global Partnership on Land, Natural Resources and Conflict Prevention took a particular focus of building the capacity of civil society to better engage in processes linked to resource governance and conflict prevention. This was achieved through six district-level projects in four countries: Burundi, DR Congo, Rwanda, and Uganda. Activities included registration of artisanal mining associations, creation of a district-level concessions database, and facilitation of multi-stakeholder dialogues and disputes over land rights and minerals. The programme intended to help civil society groups and communities to resolve conflicts over land and natural resources by using the methodologies developed by the EU-UN Partnership notably on land conflict mediation.

Regional-level activities included empowerment of civil society actors to engage in topical debates on natural resources, facilitation of their access to key decision-makers and private sector operators, and fostering regional cooperation among civil society organizations.

2.7 Outcomes and Next Steps

The work that the ECP programme has delivered on peacebuilding and natural resources has been vital in helping to create momentum for addressing key natural resource challenges within the political sphere and in generating in-country work on analysis and improved peacebuilding programming. Major programmes on natural resources and peace are now included within UNEP's country programmes in both Sudan and Afghanistan. This initial foundation can now be deepened and scaled up by the relevant parts of the UN system in support of member state requests and their specific needs for technical assistance.

Going forward, UNEP is focusing on the management of the Environmental Peacebuilding knowledge platform and community of practice, as well as developing a Massive Open Online Course (MOOC). It will include case studies, including from Ivory Coast, Liberia, Sierra Leone, South Sudan, Afghanistan, Sudan, Colombia, Lebanon, Papua New Guinea, DR Congo, Haiti, Nigeria, Serbia, Syria and Timor Leste. This will include how natural resources and the environment can be drivers of conflict, how they are impacted by conflict, and how they can support national peacebuilding priorities. The course will also focus on how equitable, transparent, and participatory natural resource and environmental governance can prevent and resolve disputes while supporting efforts to build peace, trust, and confidence among stakeholders.

The course will integrate selections from the 150 case studies produced by ECP programme as well as assessments conducted by UNEP and other partners in post-conflict countries. It will include case studies, including from Ivory Coast, Liberia, Sierra Leone, South Sudan, Afghanistan, Sudan, Colombia, Lebanon, Papua New Guinea, DR Congo, Haiti, Nigeria, Serbia, Syria and Timor Leste.

The first iteration of the course will be launched in late 2017 and will aim to target 10,000 participants in the initial enrolment. In 2018, the course will be licensed to universities in conflict affected countries to enable them to tailor the content to domestic needs and to add national and local case studies.

3. Greening the Blue Helmets

3.1 Evidence Base and Policy Influence



The sheer size of today's peacekeeping operations places considerable demands on the environment and natural resources in post-conflict countries that often lack basic infrastructure to cope with these pressures. Close to 125,000 peacekeepers serving across 16 missions are responsible for over half of the total UN's greenhouse gas emissions, produce over 180 tons of solid waste daily and consume on average 10 million litres of water every day.

Against this background, the primary objective of this thematic area is to decrease the overall consumption of natural resources and the production of waste, and thereby reduce potential conflicts with local communities, protect local environmental health and establish the UN as a role model for sustainable practices. Furthermore, the implementation of resource-efficient practices, technologies and behaviours in the field is demonstrated to have a significant potential to reduce the cost of peacekeeping while improving operational self-sufficiency.

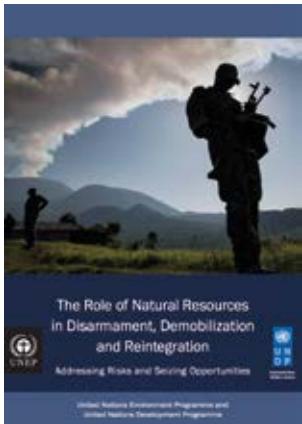
In the course of providing technical assistance to the UN Department of Peacekeeping Operations (DPKO) and the UN Department of Field Support (DFS), a number of important milestones have been reached.

In June 2009, DPKO and DFS adopted the *"Environmental Policy for UN field missions"* based on a range of technical support from UNEP. The environmental policy provides a set of minimum standards to be implemented across all UN field missions covering: energy, water, waste, wildlife and fauna, the management of cultural and historical resources, and environmental management and assessment.

Following the adoption of the policy and building on good cooperation established during its development, UNEP has continued to provide technical support to DPKO and DFS on improving the implementation of the policy and associated guidelines.

The second important milestone of this partnership was the landmark policy report titled, *"Greening the Blue Helmets: Environment, Natural Resources and UN Peacekeeping Operations"*. The report, published in May 2012, provides the results of a two-year implementation analysis of the Environmental Policy for UN field missions. It showcases good practices, technologies and behaviours that had already been adopted, and identified areas where further improvements are needed. Additionally, it examines the role of peacekeeping operations in stabilizing countries where conflicts have been financed by natural resources or driven by grievances over their use. It also considers how peacekeepers can capitalize on the peacebuilding potential of natural resources through employment, economic recovery and reconciliation.

To disseminate the findings of the policy report, UNEP partnered with the UN Institute for Training and Research and the International Institute for Sustainable Development to develop an e-learning module titled, *"Introduction to environment, natural resources and UN Peacekeeping Operations"*. This general awareness training targets all military, police and civilian peacekeeping personnel and it provides a basic introduction to the role of natural resources and the environment in contributing to conflict and peacebuilding. It explores the benefits of addressing these issues as part of peacekeeping operations and outlines individual responsibilities for environmental management, drawing on the DFS/DPKO Environmental Policy.



In 2013, a third important milestone was achieved when UNEP and UNDP investigated how different natural resource sectors can be an important catalyst in the immediate aftermath of conflict for generating jobs for ex-combatants and returnees, as well as opportunities for longer-term livelihoods. The resulting joint report was entitled *"The Role of Natural Resources in Disarmament, Demobilization and Reintegration – Addressing Risks and Seizing Opportunities"* (2013). The report presented findings of field interviews conducted with a broad range of stakeholders, as well as a thorough desk review of relevant publications, and an analysis of 13 case studies. It found that ex-combatants need a combination of both social and economic incentives to permanently lay down their weapons, with a number of clear opportunities afforded by land and natural resources. It also highlighted that the demobilization and reintegration of ex-combatants is often the single most important requirement in the successful implementation of a peace agreement.

The report greatly contributed to the inter-agency process in which UNEP took the lead responsibility in drawing up a new module (6.30) and operational guidance featured in the Integrated Disarmament, Demobilisation and Reintegration (DDR) Standards. Providing necessary information on the links between DDR and natural resources to DDR managers, the module and guidance were formally adopted by the UN Inter-Agency Working Group on DDR in 2015. The report has also been used as the basis for developing modules on land and natural resources for international DDR training programmes, including by the Folke Bernadotte Academy in Sweden. UNDP also initiated pilot projects to field test the guide in both Afghanistan and South Sudan. The work of UNEP has paved the way for DDR programmes to be taught, designed and implemented with a sensitivity for natural resources globally, regionally and nationally.

In addition to policy and technical assistance at the global level, UNEP has also provided field level expertise and training. Technical assessments of energy, water and waste reduction options were carried out for peacekeeping bases in Somalia. UNEP also provided assistance in terms of setting up new peacekeeping infrastructure and operations in South Sudan, Mali and the Central African Republic and worked in partnership with the peacekeeping mission in DR Congo to assess illicit trade of natural and environmental crime as outlined in the following sections.

3.2 Somalia: Greening Peace Operations



Somalia is one of the most difficult operating environments in the world. Not only are the security conditions difficult, but the environmental conditions are equally gruelling. Water is an extremely scarce commodity. Deforestation and land degradation are widespread, further amplifying localized conflicts over access to the remaining natural resources.

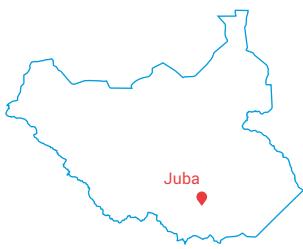
To fulfil the requirements of the UN Missions' Environmental Policy in this difficult operating context, UNEP, DPKO and DFS together in 2009 assessed different options to reduce the environmental impacts of the proposed African Union Mission in Somalia (AMISOM) camp in Mogadishu. One of the aims was to reduce the overall energy consumption of the mission in order to minimize supply line threat exposure by fuel vehicles. In addition, energy savings and waste minimizing efforts could also reduce potential conflicts with the local population and demonstrate the UN setting an example promoting green practices and sustainability.

The analysis confirmed significant potential savings. Energy demand could be reduced by 26% through the adoption of energy efficient equipment and building design combined with solar energy solutions. Water savings of 42% could also be achieved through a combination of waterless urinals, high-efficiency toilets, and aerated shower heads. As a follow-up to this initial work, an Environmental Impact Assessment (EIA) was conducted on logistics camps around Mogadishu in 2010. The study analyzed the impacts to the environment and to the local population caused by the development of these bases to accommodate additional troops of several thousand over the time span of ten years.

In 2012, the security situation in Somalia continued to face a range of challenges, including from the militant group Al-Shabaab. It was estimated that every year the sale of charcoal provided at least USD 15 million to finance their operations.

In response to charcoal being used as a conflict resource, the UN Security Council banned export and import of charcoal from Somalia. In 2013, the UN sanctions committee requested UNEP to advise on best alternatives to deal with confiscated charcoal stocks by member states. UNEP provided options for the utilization or destruction of Somali charcoal, taking into consideration cost and environmental implications. These recommendations were further translated by the Security Council into a formal guidance note for countries.

3.3 South Sudan: Greening the UN House



South Sudan

When the UN House in Juba, South Sudan was being designed by the UN Department of Field Support, they adopted an ambitious vision: to make the new building the greenest structure in the UN system. To achieve this goal, UNEP was requested in 2010-2011 to provide technical support in reviewing the draft building plans and assessing compliance with the provisions of the Environmental Policy for UN Field Missions adopted in 2009. The request was inspired by the work that had been conducted for the African Union mission in Somalia as discussed in the previous section.

The assessment provided recommendations for the introduction of energy and water saving measures, and liquid waste management technologies and practices. By reducing demand for cooling, lighting and hot water, and prioritizing low-carbon technologies, energy consumption could be reduced by 27-36% in the residential and office units. In terms of water consumption, adoption of advanced technologies in toilets, showers and hand washing could bring savings of 37-46%.

UN peacekeepers, Mali
2015 © UN Photo/Marco Dormino



3.4 Mali: Helping to Protect Fragile Environments During Peace Operations



The Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), authorized in 2013, was the first peacekeeping mission to receive a formal mandate from the UN Security Council to manage the potential environmental impact of its operations. As a direct follow-up, UNEP provided technical expertise to MINUSMA in June 2013 on a range of topics, including environmental assessment, environmental management, camp design, waste management, water use and energy generation.

UNEP's recommendations were in line with the DPKO/DFS Environmental Policy whose provisions were integrated into an environmental action plan by a full-time Environmental Officer, appointed by MINUSMA at an early stage of the mission. MINUSMA now has an Environment and Culture Unit of six people. Actions to mitigate priority environmental risks are underway, and UNEP stands ready to provide further assistance as needed.

3.5 Central African Republic: Greening Peace Operations



Central African Republic

A ceasefire between the Seleka rebels and "anti-balaka" militias was agreed in 2014, paving the way for the deployment of a UN peacekeeping mission (MINUSCA). The peacekeeping mission requested ECP to advise on how it could comply with the 2009 Environmental Policy, given the limited supply of goods and services, technical capacity, and environmental infrastructure in the country.

The assessment found that MINUSCA could become the single largest energy consumer in the CAR, potentially competing with the local population on energy access, thereby creating local tensions. UNEP recommended a range of energy efficiency measures to reduce overall demand, as well as a series of investments to improve the management of liquid and hazardous waste.

ECP remains committed to conducting further work in CAR, in particular on resource governance upon request. In April 2015, the Security Council mandated MINUSCA through resolution 2217 to support the CAR authorities to develop a nationally owned strategy to tackle the illicit exploitation and trafficking networks of natural resources which continue to fund and supply armed groups.

3.6

DR Congo: Assessing the Extent of Environmental Crime and Threat Financing



The UN peacekeeping mission in DR Congo (MONUSCO) is the UN's largest. It faces a range of operational and security challenges in fulfilling its mandate, including threat financing from natural resources and environmental crime. In late 2014, the Special Representative of the Secretary-General (SRSG) Martin Kobler, requested UNEP to conduct an analysis of the illegal exploitation and trade in natural resources benefiting both armed groups as well as organized criminal groups. The analysis would inform SRSG Kobler's report to the UN Security Council debate in March 2015. The ECP programme supported the analysis and partnered with the Norwegian Center for Global Analysis in conducting the work.

The groundbreaking study released in February 2015 found that MONUSCO is no longer dealing with a political insurgency but mainly facing criminal groups involved in well-organized large scale smuggling and laundering operations. The networks of these criminal groups are well embedded in the DR Congo and neighboring countries. The report found that the market value of illegal natural resource exploitation and environmental crime in the eastern part of the country is valued at over USD 1.25 billion per year.

Rebel groups retain only around 2% – equivalent to USD 13.2 million per annum – of the net profits from illegal exploitation. An astonishing 98% of the annual net profits are estimated to fund transnational organized criminal networks. This is estimated to range between USD 105 and 301 million, with gold, timber and charcoal providing the most significant funding streams followed by diamonds, wildlife and 3T minerals (tantalum, tin and tungsten).

The revenue from illegal natural resource exploitation is distributed amongst an artificially high number of over 25 rebel groups that continuously destabilize eastern DR Congo. This is most likely a deliberate strategy by the transnational criminal networks to prevent any single armed group from achieving a dominant role and potentially interfering with their illegal exploitation rackets.

The report recommended that MONUSCO modify its approach to stabilizing eastern DR Congo by tackling environmental crime as one of the key conflict drivers, with an expanded focus to include criminal networks. Many of the findings and underlying research conducted for the report helped shape the renewal of the MONUSCO mandate in the Security Council Resolution 2211 of March 2015.

UNEP stands ready to conduct further technical work in DR Congo and the broader Great Lakes region on illegal resource trafficking and environmental crime.

3.7 Outcomes and Next Steps

The impact of ECP's work in this sector is demonstrated through the recent report in June 2015 by the Secretary-General's High-level Independent Panel assessing the relevance and effectiveness of UN peace operations. The panel recognised the increased need to minimise environmental impacts of peacekeeping operations, and the importance of implementing the Environmental Policy for UN field missions.

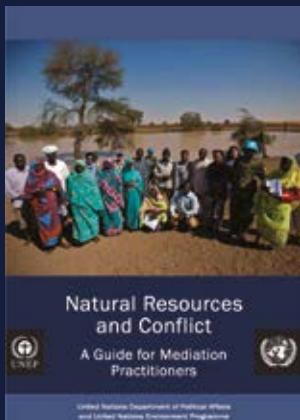
The collaboration between UNEP, DPKO and DFS was reinforced in September 2015 with the appointment of Mr. Franz Baumann as Special Adviser on Environment and Peace Operations to the Under Secretary-General of DFS. Drawing on the expertise available in the United Nations system, especially at UNEP, he assisted DFS in developing the environmental portfolios for all UN field missions. His first action as Special Advisor was to establish a three-year partnership with UNEP to implement the environmental policy and the environmental recommendations of the UNEP report. DFS will provide USD 6.9 million of financing to UNEP to create a technical assistance facility on Greening the Blue Helmets known as REACTS (Rapid Environment And Climate Technical Support).

UNEP will act in the role of an in-house technical assistance team and will provide expertise to support DFS in planning, designing, financing and implementing a range of actions that will cumulatively result in a substantial and permanent reduction in the environmental footprint. It will address improvements in energy, water and waste management as well as the adoption of environmental management systems in all missions.

The project will be integrated with the broader implementation of the UN climate neutral strategy demanding the UN system as a whole to become climate neutral and more sustainable by 2020. Furthermore, the lessons and technical solutions learned from the project will allow other field based organizations such as WFP, UNICEF or UNOPS to improve their environmental management in a harmonized manner.

4. Environmental Diplomacy and Mediation Support

4.1 Evidence Base and Policy Influence



In 2011, the United Nations General Assembly adopted resolution 65/283, on *“Strengthening the role of mediation in the peaceful settlement of disputes, conflict prevention and resolution.”* Paragraph 11 of the resolution, requests the Secretary-General to develop further guidance for effective mediation by drawing on lessons learned.

As a response to this call, UNEP and the UN Department for Political Affairs (UN DPA) established a collaborative research project to document lessons learned in the mediation of resource disputes at the local and transboundary levels, as well as within broader peace agreements. The scope of the work covered extractive resources, land and water. The resulting report *“Natural Resources and Conflict: A Guide for Mediation Practitioners”* was launched in February 2015 by the Deputy Secretary-General Jan Eliasson.

Among other conclusions and recommendations of the report, the range of technical roles that UNEP can play in the resolution of a resource dispute were highlighted. For example, upon request, UNEP can act as an impartial expert and trusted third party in the mediation of resource conflicts by drawing on its neutrality, technical orientation, and expertise in environmental cooperation. In this regard, UNEP can conduct independent technical assessments based on state-of-the-art science to equalize information between the parties and establish a roadmap for action. This can also include providing comparative examples of solutions that reflect good practice elsewhere or assisting in the analysis of scenarios or alternative solutions. UNEP can also use the environment as an initial entry point for dialogue between stakeholders within the context of a larger political dispute and broker technical meetings which provide a neutral platform for dialogue, and stakeholder participation. Once a mediated agreement is reached by the parties, UNEP can provide assistances in terms of monitoring and verifying compliance with certain technical provisions (e.g. environmental quality standards).

Following the release of the guide on mediating resource conflicts, UNEP and DPA continued the collaboration in a series of outreach events in Brussels, Geneva, Montreal and Nairobi. The aim was to identify the specific mediation support needs linked to natural resources faced by both countries and regional organizations.

UNEP and DPA also developed a set of training modules based on specific aspects of the guide's contents and will target particular groups of potential users, ranging from UN staff to mediation organizations. Training modules have been piloted with the Crisis Management Initiative in Helsinki and at the induction training of new UN Peace and Development Advisors in May 2015.

The two partners are committed to establishing a longer-term institutional mechanism to provide services related to natural resource conflicts with particular attention to fragile and complex situations, with an initial emphasis on extractive industries. In particular, UNEP's expertise will be made more readily available to international, transboundary or national-level mediation processes where impartial technical information on natural resources is needed.

Environmental diplomacy and mediation support can be applied at the local level, the national level and the regional level where cooperation over natural resources can be brokered between divided groups. UNEP has been pilot testing different approaches and undertaking field-level research to determine how the policy work on environmental diplomacy and mediation best translates into practical action on the ground in Haiti and the Dominican Republic, in Ogoniland, Nigeria, in Bougainville, Papua New Guinea and in Western Sahara as outlined in the following sections.

4.2

Haiti and the Dominican Republic: Cross-Border Environmental Cooperation



Haiti / Dominican Republic

During 2012-2013, UNEP worked with the governments of Haiti and the Dominican Republic, exploring challenges and opportunities for cooperation around natural resources in the border zone, where degraded environment and increasing natural resource depletion have been fuelling tensions between the two countries.

The final assessment report *"Haiti-Dominican Republic: Environmental Challenges in the Border Zone"* (2013) highlighted a range of challenges and opportunities. In particular, the high level of illegal extraction and trade of natural resources between the two countries, ranging from charcoal and firewood to agricultural and marine resources, needed to be stopped. Widespread environmental degradation from deforestation in Haiti was creating significant vulnerability to natural disasters for both countries.

The recommendations in the report were supported by both governments and it became an important technical foundation for a new bi-national peace and development programme, developed by the UN Country Teams in both countries. This was a major accomplishment and innovation that stands to be replicated.



Border zone between Haiti and the Dominican Republic, illustrating the striking contrast in forest cover



Oil spill in Ogoniland, Nigeria

4.3 Ogoniland, Nigeria: Application of Environmental Diplomacy in Practice



The extensive oil contamination in the Niger Delta is one of the principal drivers of ongoing social unrest and violence. The severe environmental damage threatens human health and has destroyed many livelihoods across the delta region. Amid widespread protests and conflict in the Ogoniland area, Shell Petroleum Development Corporation lost its social license to operate, and was forced to abandon its operation in 1993, leaving equipment worth billions of USD stranded, and losing billions more in revenue. When the government started a reconciliation process between the local communities and Shell, UNEP was requested to provide technical support using a variety of environmental diplomacy tools and techniques.

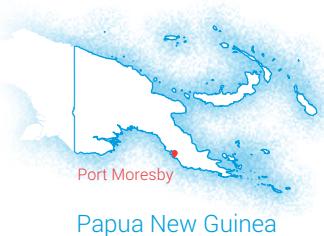
The work began with an independent technical assessment of the oil contamination in Ogoniland in order to provide a common and impartial information base to all parties that could be used as the basis to negotiate a clean-up programme. The assessment, released in 2011, was the largest and most technically complex ever conducted by UNEP. Over a 14-month period of active field work, the UNEP team examined more than 200 locations, surveyed 122 kilometres of pipeline rights of way, reviewed more than 5,000 medical records and engaged over 23,000 people at local community meetings.

The assessment process itself was an excellent example of environmental diplomacy in practice using all of the lessons learned from the ECP evidence base and policy reports. Not only did it have a strict technical focus building on UNEP's neutrality, but the very data collection and sampling process was used to engage stakeholders and build confidence in the overall reconciliation effort. The outcome of the assessment was indispensable in helping to advance the dialogue between stakeholders on an appropriate clean-up programme in the area.

Since 2014, a number of meetings have been held between UNEP, Shell and the government to move the clean-up negotiations forward. High-level environmental diplomacy support has been provided by Erik Solheim, the current Executive Director of UNEP, who formerly served as the Norwegian Minister for Development Cooperation and chair of the OECD Development Assistance Committee.

The process reached a critical political milestone following the election of President Buhari in April 2015. One of the President's key commitments during his first 100 days in office was to initiate the clean-up of oil contaminated sites across Nigeria and to implement the recommendations of the UNEP report. Negotiating parties have agreed on an initial one billion USD roadmap for the clean-up programme in Ogoniland, with the inauguration of the process held in Ogoniland on 2 June 2016.

4.4 Bougainville, Papua New Guinea: Technical Support on the Panguna Mine



The Panguna copper mine, located in Bougainville, Papua New Guinea (PNG), was once the largest open pit copper mine in the world. The mine was developed by Bougainville Copper Limited in the 1960s and 1970s and became the largest source of revenue, besides foreign aid, for PNG from 1975 until closure in 1989.

However, the mine also played a key role in contributing to the violent civil conflict during 1990-2001. Local communities accused the mine of causing a variety of environmental and health problems. It was also a source of severe socio-economic tensions as foreign workers had better facilities, higher wages, and more opportunities for advancement than local workers.

Re-opening the mine is now under discussion, as it would be a major source of revenue for the Autonomous Bougainville Government (ABG). To support a transparent and inclusive decision-making process on the re-opening of the mine, the Joint Panguna Negotiation Coordination Committee (JPNCC) was established in 2012. The JPNCC consists of representatives from ABG, the government of PNG, the United Panguna Mine Affected Land-owners Association, and Bougainville Cooper Limited.

UNEP was requested by the JPNCC to undertake initial fact-finding missions and engage in multi-stakeholder dialogues in 2013 and 2014, discussing potential technical support for the re-opening of the Panguna Mine in a conflict sensitive and environmentally sound way. UNEP stands ready to continue this support, subject to the outcomes of the planned referendum for independence.

4.5 Western Sahara: Environmental Support to the Technical Dialogue



In 2011, the UN Secretary-General's Good Offices in Western Sahara offered to organize expert level meetings between the Moroccan government and the Frente Polisario on natural resources and environmental issues in the territory. UNEP was requested to provide environmental diplomacy support to these discussions, by facilitating the dialogue and providing technical support in the process.

In providing this support, UNEP engaged the services of the senior environmental diplomat Philippe Roch, former director of the Swiss Federal Office for the Environment of the Federal Department of Environment, Transport, Energy and Communications.

4.6 Afghanistan and Iran: Sistan Basin Wetlands



UNEP has also conducted regional level environmental diplomacy work between Afghanistan and Iran on transboundary water management. The transboundary Sistan basin wetlands (also known as the Hamoons) is located in an arid part of Baluchistan near the Afghan and Iranian border. This closed inland delta is nourished by the Helmand River, which originates in the mountains northwest of Kabul and flows for some 1,300 kilometers through Afghanistan before reaching Iran at the Sistan wetlands. The political boundary between the Islamic Republic of Iran and Afghanistan splits the Hamoon system, complicating management possibilities in the area. 90% of the watershed is located in Afghanistan and practically all of the wetlands' water sources originate there. Tensions between Iran and Afghanistan over the transboundary Sistan basin have existed since the late 1800s. In 2001 tensions began escalating over the increasing water scarcity in the basin and the perceived underlying drivers.

In 2002, UNEP started providing both governments with environmental diplomacy support, which resulted in increased dialogue, information sharing, and technical cooperation. Although good progress was made from 2005 to 2006, talks between Iran and Afghanistan came to a standstill following the Tehran meeting in May 2007 due to unforeseen political developments. In particular, the Afghan government decided to freeze all discussions on its transboundary waters until it acquired adequate technical capacity to engage on an equal footing with its technically competent neighboring states. Tensions were also created by Iran's decision to deport a number of Afghan refugees from the Sistan and Baluchestan provinces.

In March 2014, UNEP was requested to participate in technical meetings on regional watershed management between Iran and Afghanistan, including in the Sistan Basin. The indirect intent was to explore opportunities to re-start the environmental diplomacy support that UNEP had provided during 2002-2007. UNEP participated in the meetings and met with the delegations from both Iran and Afghanistan to explore opportunities and technical entry points for environmental diplomacy support on the Sistan Basin.

4.7 Outcomes and Next Steps

The various launch events for the UN Resource Mediation Guide have been used as an opportunity to gauge the need for follow-up. There has been general support for a new global initiative that can:

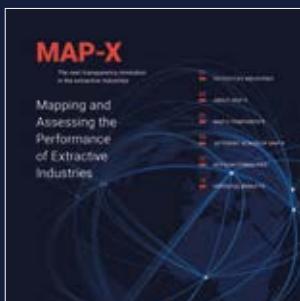
- ① Provide technical mediation and conflict prevention support on natural resource conflicts to stakeholders, in particular for "track 2" processes;
- ② Conduct technical assessments and political economy analysis to inform the stabilization approach of peacekeeping and peacebuilding missions;
- ③ Conduct research and identify good practice on resource conflict mediation and conflict prevention in fragile and weaker states; and
- ④ Provide training programs for regional organizations and selected member states on the prevention and resolution of natural resource conflicts. UNEP has been in discussions with DPA, McGill University, the Consensus Building Institute and other organizations about potential follow-up activities.



Afghanistan celebrates International Day of Peace 2016

5. Environmental Transparency and Extractives

5.1 Evidence Base and Policy Influence



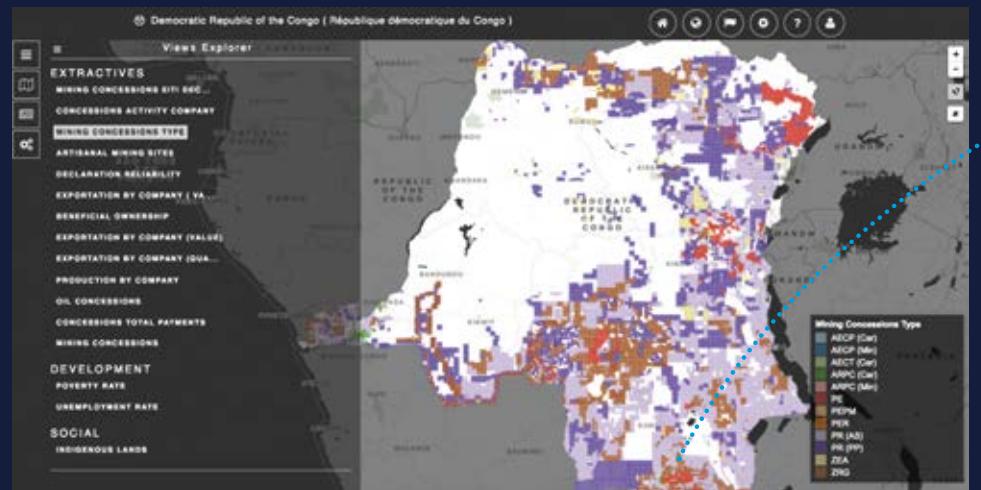
Extractive resources such as oil, gas, minerals and timber can have a transformative impact on the development trajectory of a country. They can create jobs, generate revenue to fund basic government services and stimulate further economic growth. However, harnessing these opportunities presents numerous challenges and pitfalls. This is especially the case in countries affected by fragility, conflict and violence.

ECP's initial work on extractive resources began within the EU-UN Partnership on Land, Natural Resources and Conflict Prevention. ECP contributed to two flagship publications and one discussion paper with the World Bank on conflict prevention in the extractives sector. Based on this initial collaboration, UNEP and the World Bank then established a partnership at the request of the g7+ group of fragile states to build an information management and stakeholder engagement platform for the extractives sector called MAP-X (Mapping and Assessing the Performance of Extractive Industries).

MAP-X aggregates and authenticates data on the socio-economic and environmental impacts of extractive projects at site, district or national level, and publishes the geo-spatial data on an open platform. It provides stakeholders with impartial and authenticated data, and an integrated perspective on existing baselines and expected development outcomes linked to the extractives sector. This is critically important for strategic land use planning, identification of risks and boundary overlaps, inter-ministerial coordination and feasibility analysis of potential extractive projects. By providing authoritative information, the platform facilitates stakeholder engagement and participatory decision-making, benefit sharing and performance monitoring.

MAP-X is being designed to build trust among stakeholders, reduce conflict and improve the contribution of the sector toward the achievement of the Sustainable Development Goals (SDGs) as well as compliance with the Extractive Industries Transparency Initiative (EITI).

In addition to the development of the global technical architecture for MAP-X, piloting of tailored national platforms has started in DR Congo, Afghanistan and Nigeria to test and showcase different functionalities of the platform. UNEP's Global Resource Information Database (GRID) in Geneva³ is playing a key role in the design and delivery of the global platform architecture.



The MAP-X prototype (www.mapx.org) is being developed by ECP and UNEP-GRID Geneva with initial testing in Afghanistan, Nigeria and DR Congo.

5.2

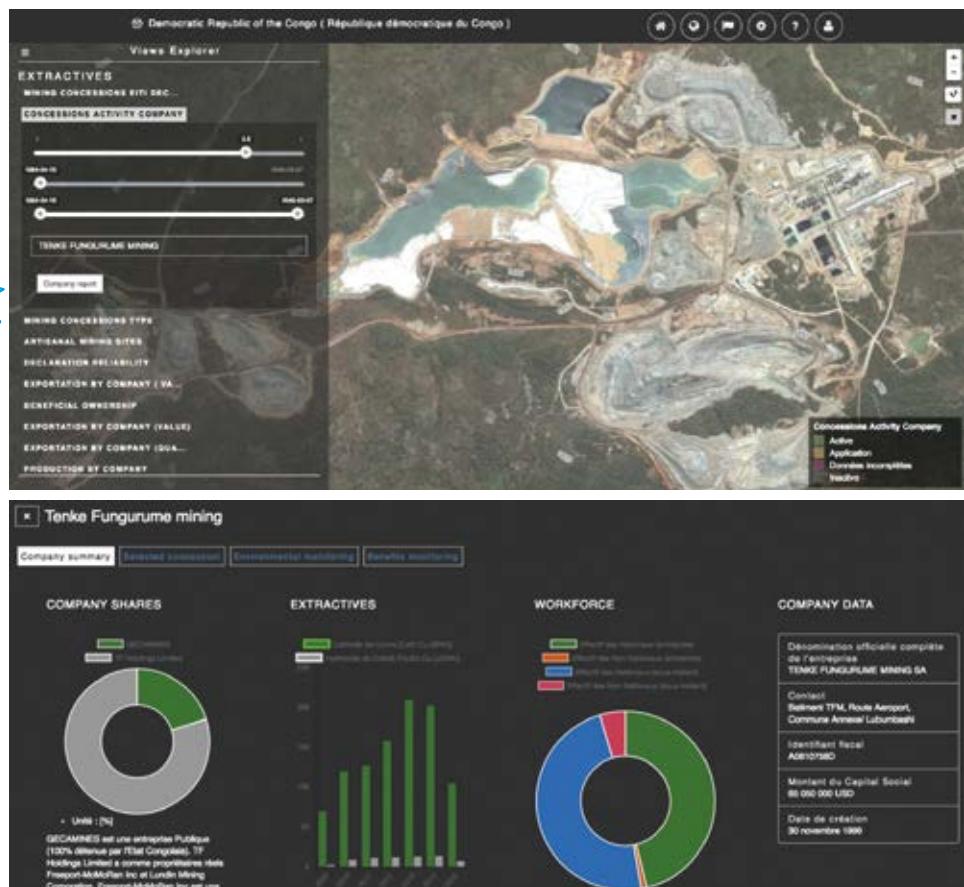
DR Congo: Testing MAP-X to Map and Host EITI Reporting Data



DR Congo is the most advanced of the three MAP-X pilot platforms, with core support provided by the UN-World Bank Fragility and Conflict Partnership Trust Fund. Given the country's track record of conflict, crime and weak governance related to natural resources, MAP-X holds great potential to benefit a broad range of stakeholders by providing an authoritative information platform to facilitate compliance monitoring and risk management of the extractives sector. To further support the recent progress of the EITI multi-stakeholder group (MSG) in their efforts towards increased transparency, MAP-X offers a tool to make the data from EITI reports more easily accessible, including beneficiary ownership, employment figures and other relevant information.

The MAP-X team conducted an initial consultation with the Congolese government and the national EITI MSG in October 2015. This resulted in relevant stakeholders giving their endorsement for the development of a national MAP-X platform that could support EITI reporting. The construction of the national pilot platform in DR Congo includes ongoing data inventory and data readiness analysis, stakeholder capacity assessments and subsequent capacity building activities, and finally population of the platform with available national data, as well as the establishment of related MAP-X governance and workflow procedures. The launch date of the national platform is being planned for 2017.

The DR Congo prototype will greatly contribute to completion of the feasibility phase and give MAP-X some important experience in applying and testing the technology. Key functionalities include indication of overlaps with protected areas and other concessions, a time slider to demonstrate changes in land use over time, and presentation of extractive company specific data derived from EITI reports to facilitate compliance monitoring. These will be used in the second phase, which is the pilot country implementation, centered around a global partnership and set of minimum open data standards.



MAP-X can integrate information at local, national and global scales, and provide performance dashboards by company.

5.3

Afghanistan: Testing MAP-X to Map and Monitor Local Conflict Dynamics

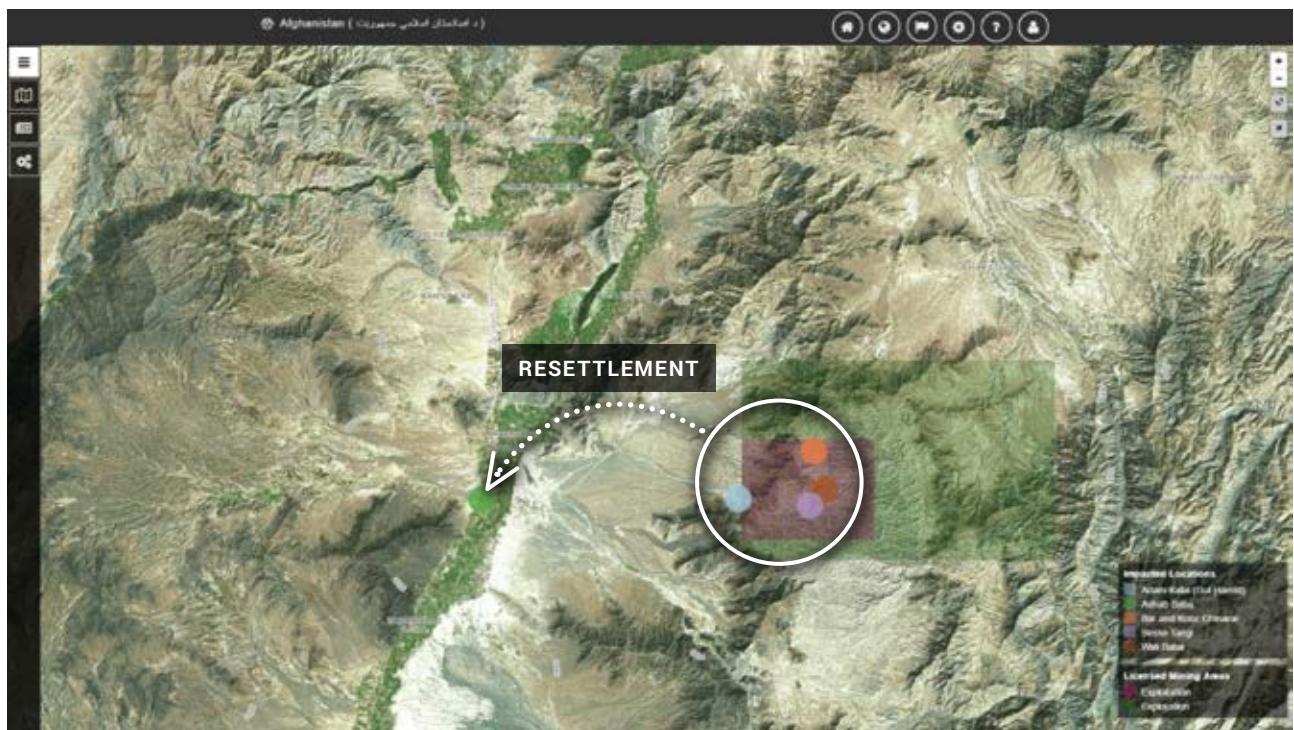


Afghanistan

UNEP and the World Bank are exploring how MAP-X could potentially support their respective country programmes in Afghanistan. For example, MAP-X provided support to a World Bank-commissioned study assessing local-level conflict drivers associated with the development of the Aynak copper mine located 60 km south of Kabul. The objective was to conduct pilot testing of site-specific functionalities of MAP-X as a conflict monitoring tool building a basis for potential scale-up to the national level.

The project developed additional MAP-X data layers (mineralogy and geology, land cover, water-sheds and river network, socio-economic indicators, infrastructure etc.) and functionalities to support the understanding of different conflict drivers through visualization and contextualization of the study findings. These findings fed into documenting and transforming the Aynak case study and community grievances into a story map, combining narrative text with maps, images and multimedia content. It is being assessed whether similar support could be extended into other extractive sites in Afghanistan.

Consultations are also being conducted with the National Environmental Protection Agency (NEPA) to determine how MAP-X could support the on-going development of the Afghanistan Environmental Data Center (AEDC).

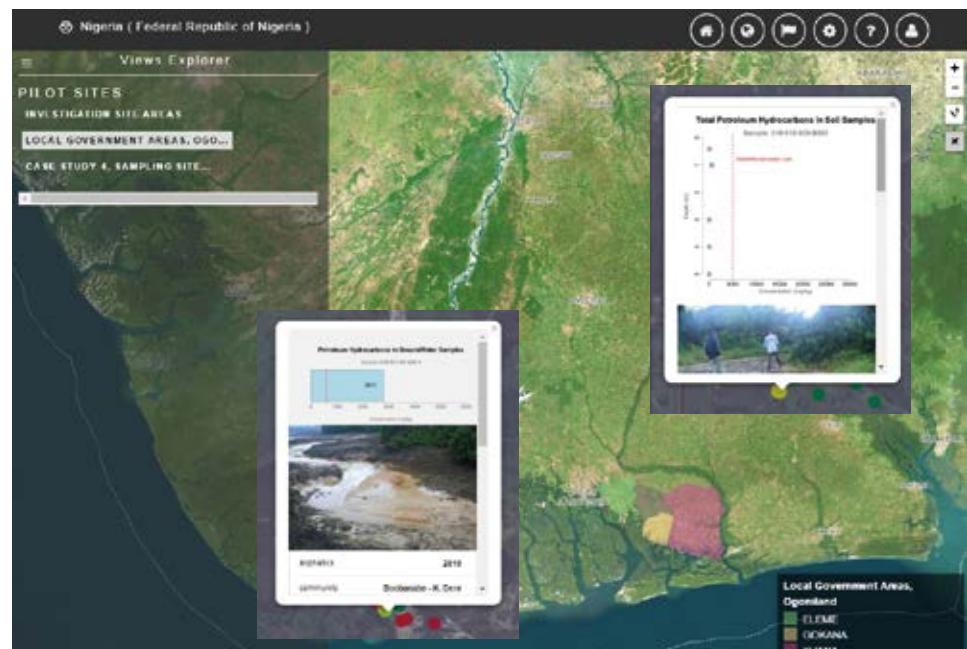


Mapping the resettlement of villages around the planned Aynak copper mine in Afghanistan.

5.4 Nigeria: Testing MAP-X to Map and Monitor Oil Contamination



In the case of Nigeria, MAP-X's functionalities are being tested to support field-level monitoring of the Ogoniland environmental clean-up programme. The Environmental Assessment of Ogoniland report, published in 2011, was accompanied by 67 fact sheets of the sites investigated in detail by UNEP. Each fact sheet contains site-specific information on soil profiles, soil and groundwater contamination, proximity to community and depth of penetration of hydrocarbon contamination, concluding with site-specific recommendations for risk reduction. GRID-Geneva is in the process of extracting this baseline data and transforming it into a geospatial format in MAP-X to support field-level monitoring activities once the clean-up programme is initiated by the Government.



Environmental monitoring results in the Ogoniland

5.5 Outcomes and Next Steps

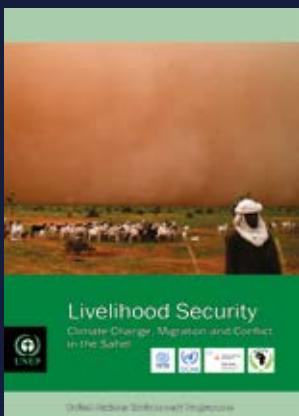
MAP-X aims to become a revolutionary global information platform and operational tool for the extractives sector that will harness and leverage the power of big data to support the delivery of SDG 16 targets on transparency, participation and access to information. It is a flagship example of the UN Secretary-General's Pulse Global initiative in action.

MAP-X is currently in the Feasibility and Pilot Applications phase, building on the successfully completed initial Proof of Concept phase. As the testing of different analytical functionalities against use case scenarios has advanced in the three pilot countries discussed earlier, the feasibility of establishing the MAP-X platform on a global basis has now been verified, and a multi-country platform built and tested. The next phase of Global Scale-up will aim to expand the platform into 15 new countries by the end of 2019 with significant extractive sectors and on-going governance challenges.

MAP-X is being designed to fully support UNEP's new strategy for engagement in the extractive industries and should help position UNEP to deliver authoritative environmental information to all stakeholders in the extractives sector in a manner that can improve benefit sharing and risk mitigation.

6. Climate Change and Security

6.1 Evidence Base and Policy Influence



There is an emerging global consensus that climate change will stress the economic, social, and political systems that underpin each nation state. Where institutions and governments are unable to manage the stress or absorb the shocks of a changing climate, the risks to the stability of states and societies will increase. Climate change is the ultimate "threat multiplier" aggravating already fragile situations and potentially contributing to further social tensions and upheaval.

UNEP's initial work on climate change and security began when it was requested by Jan Egeland, the UN Special Envoy for Climate Change, to conduct an analysis of climate change and security risks in the Sahel Region. The UN Special Envoy visited the region in 2008 and concluded it was "ground zero" for climate change risks due to its extreme climatic conditions and highly vulnerable population.

In 2009, UNEP partnered with IOM, OCHA, UNU, and CILSS to investigate the implications of climate change for livelihoods, conflict and migration across the Sahel region. The resulting report *"Livelihood Security: Climate Change, Migration and Conflict in the Sahel"* (2011) identifies 19 hotspots where climatic changes have been most severe over the past 20 years. It concludes that climate change effects on resource availability have already led to migration, and increased competition over scarce resources in some of the hotspots. See the section 6.2 for further information on the report.

As a follow-up to this initial work, UNEP was requested in 2009 by the UN Secretary-General to provide technical inputs to the drafting of the report to the General Assembly entitled *"Climate Change and its Possible Security Implications"* (A/64/350).

UNEP's Executive Director was invited to address the Security Council in 2011 on the topic of climate change and security. This thematic debate resulted in the Security Council Presidential Statement S/PRST/2011/15 on climate change and the maintenance of international peace and security. In the statement, the council requested the Secretary-General to report on the possible security implications of climate change when such issues are drivers of conflict, represent challenge to the implementation of Council mandates or endanger the process of consolidation of peace. This was an important milestone, requiring peacekeeping missions to more actively monitor climate change and security dynamics.

The next major international milestone was the report *"A New Climate for Peace,"* commissioned by G7 foreign ministries. This report was launched in New York in June 2015. Based in part on substantive contributions by UNEP, the report identifies seven key compound climate and fragility risks that should form the basis for united action. These include local resource competition, livelihood insecurity and migration, volatile food prices and provision, transboundary water management, and unintended effects of climate change policies.

The report concludes that single-sector interventions alone will not deal with these compound risks. Integrating policies and programs in three key sectors — climate change adaptation, development and humanitarian aid, and peacebuilding — is necessary to help strengthen resilience to climate-fragility risks and realize significant co-benefits.

6.2 Sahel Region: Assessing Security Risks from Climate Change

In 2008, Jan Egeland, the UN Special Envoy for Climate Change, dubbed the Sahel region as "ground zero" for climate change due to its extreme climatic conditions and highly vulnerable population. In 2009, ECP partnered with IOM, OCHA, UNU, and CILSS to investigate the implications of climate change for livelihoods, conflict and migration across the Sahel region. The resulting report *"Livelihood Security: Climate Change, Migration and Conflict in the Sahel"* (2011) identifies 19 hotspots where climatic changes have been most severe over the past 20 years.

This study analyzes the historical climate trends in the region, identifies hotspots, determines the potential implications for resource-dependent livelihoods, and provides recommendations for improving conflict sensitivity in adaptation planning, investments and policies across the region. The study concludes that changing climatic conditions and their effect on the availability of natural resources have led to migration and increased competition over scarce resources, which can lead to an increase in conflicts between different livelihood groups and communities.

The report recommends regional cooperation as an important measure for diffusing tensions, managing the risks, and curtailing the possibility of conflicts, especially given the highly mobile pastoral groups that frequently move across borders. The study has had an important impact on development and security planning for the region. Many of the recommendations were included within the UN's Regional Integrated Strategy for the Sahel adopted in 2014.

6.3 Outcomes and Next Steps

As a direct follow-up to the recommendations of the G7 report, UNEP and EU have established a partnership to address the security implications of climate change in two pilot countries on national and local level. The EUR 5.4 million project will seek to integrate climate conflict-sensitive analysis into adaptation strategies and, where feasible, bring a climate lens to stabilization programming and peace processes.

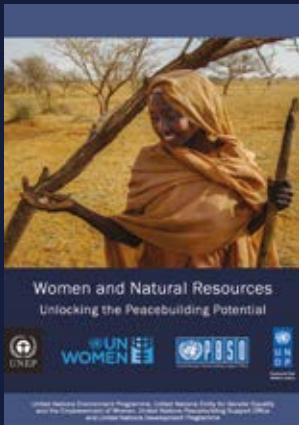
At the national level, UNEP will develop and deploy a state-of-the-art methodology to help stakeholders map and prioritize climate change and security hotspots. UNEP will then help key national stakeholders identify the most suitable combination of physical and institutional investments to reduce specific security threats.

At the local level, UNEP will work directly with communities to pilot test innovative approaches to measuring and building resilience to a range of different climate change and security risks. A combination of different approaches to build resilience will be tested, ranging from ecosystem restoration and improved resource management, to bolstering social capital, and to training, monitoring and building local institutions. Interventions will be incremental to existing activities, e.g. by providing additional funding to help existing climate change adaptation projects understand and address security risks, or help scale-up existing good practices.

Findings and best practices will be documented and communicated to the relevant global and transregional institutions to improve the knowledge base and further inform more effective field-level policies and programmes. This will ensure that the partnership has a global reach and influence beyond the boundaries of the pilot countries.

7. Women, Natural Resources and Peacebuilding

7.1 Evidence Base and Policy Influence



In 2000, Security Council Resolution 1325 on women, peace and security recognized the vital roles and contributions of women in building peace. Several resolutions have since elaborated on this theme, including Resolution 2122 (2013), which recognizes that the economic empowerment of women greatly contributes to the stabilization of societies emerging from armed conflict. However, the peacebuilding opportunities provided by the ways in which women in conflict-affected countries use, manage, make decisions on, and benefit from natural resources remained largely unexplored.

To address this critical nexus, UNEP, UN Women, UNDP and PBSO joined forces in 2011. The partners conducted interviews with 45 experts and field practitioners, and reviewed over 200 academic journal articles, reports, books and other reference materials. An extensive peer review process was also conducted, involving more than 20 leading experts. The findings from this joint analysis led to the publication of ECP's next flagship report: *"Women and Natural Resources: Unlocking the Peacebuilding Potential"* (2013).

The report found that as the primary providers of water, food and energy at the household and community levels, women in rural settings are often highly dependent on natural resources for their livelihoods. They are therefore particularly susceptible to changes in the availability and quality of these resources during and after conflict. In particular, lack of access to land – which underpins rights to all other natural resources and is a key asset for securing productive inputs – can force them into increasingly vulnerable situations and expose them to higher levels of physical and livelihood risk, with trickle-down impacts on community welfare. The structural discrimination that women face regarding resource rights and access also limits their political participation and economic productivity.

The report concluded that failure to recognize the challenges and opportunities for women in conflict-affected settings by their various roles in natural resource management risks perpetuating inequalities and deepening grievances linked to natural resource rights, access and control, which have proven to be powerful catalysts for violence. Addressing issues of inequality related to resource access and ownership, participation in decision-making and benefit sharing early on in the peacebuilding process is therefore a critical condition for lasting peace and development.

This ground breaking report had a major impact in terms of improved understanding of the complex relationship between women and natural resources in conflict-affected settings, and made the case for pursuing gender equality, women's empowerment and sustainable natural resource management together in support of peacebuilding.

7.2 Outcomes and Next Steps

The work of UNEP in this area has provided technical evidence, analysis and frameworks to enable peacebuilding actors to better understand the complex issues at stake and ultimately develop strategies for empowering women through the sustainable management of natural resources in the context of peacebuilding.

As a follow-up to this initial work, the four UN partners have engaged in a Joint Programme to field test the strategies proposed in the report. This will involve capturing lessons and best practices, and developing a series of tools to catalyse uptake, replication and upscaling of gender-responsive approaches to natural resource management within peacebuilding and development programming. Ultimately, the project will aim at ensuring men and women have equal rights and access to benefits from natural resources, which are key for resilience, sustainable livelihoods and post-conflict economic recovery. Thanks to seed funding from the Government of Finland (EUR 500,000), a first pilot initiative has been started in North Kordofan, Sudan. Additional funding is actively being pursued from various sources to meet the overall project budget of USD 4.5 million.

In addition to this operational partnership, the work has contributed to shaping recommendations of the recent Global Study of UN Security Council Resolution 1325 and to reports of the UN Secretary-General on Women, Peace and Security. It was also influential in shaping the formulation of the Sustainable Development Goals – in particular SDG target 5a, which articulates the need to *“Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws.”* The conclusions and recommendations of the report, as well as ongoing work in this field, have also contributed to recent important publications, such as the Global Gender and Environment Outlook, launched in 2016.



Women walking in agroforestry fields in DR Congo.

8. International Law, Environment and Conflict

8.1 Evidence Base and Policy Influence



A silent victim of violent conflict, the environment is often directly damaged by hostilities through the use of specific weapons, the targeting of industrial sites and infrastructure, or the use of "scorched earth" tactics and reliance on conflict resources. In addition, indirect impacts of conflict can cause significant environmental damage. These range from the survival strategies used by displaced people, to the breakdown of resource governance, and the unintended environmental consequences of humanitarian operations.

On an annual basis, UNEP hosts events and supports the UN Secretary-General in commemoration of the International Day for Preventing the Exploitation of the Environment in War and Armed Conflict, which takes place each year on 6 November. To bring further attention to this area of work, UNEP, ELI and the International Committee of the Red Cross (ICRC) partnered in 2008 to conduct an authoritative review of the legal protection afforded to the environment during armed conflict. As part of this review process, senior legal experts and specialists met to examine international law and jurisprudence across four bodies of law: international criminal, humanitarian, human rights and environmental law. This analysis led to the flagship policy report: *"Protecting the Environment During Armed Conflict – An Inventory and Analysis of International Law"* (2009).

In response to the recommendations of this report, the International Law Commission (ILC) formally adopted the topic into its long-term programme of work in 2011. A major milestone was achieved when the ILC appointed Marie G. Jacobsson of Sweden as Special Rapporteur for the topic in 2013. She adopted a three-year work programme during 2014-2016, focusing on identifying and analysing legal provisions and potential gaps for protecting the environment before, during and after armed conflicts.

The three reports that have been issued by the ILC Special Rapporteur provide an overarching outline and analysis of the state of environmental protection and suggestions for further development, which serves as a helpful platform for any future endeavours on this topic. In addition, the work has helped to document the range of existing state practices and international organisations in this area. It serves as an important, source of information submitted by numerous states on their national legislation and means of implementation of their obligations under international law.

Building on these reports, the ILC Special Rapporteur has proposed a set of draft principles to improve protection of the environment before, during and after armed conflict. They include provisions on access to and sharing of information, post-conflict environmental assessments and protection of zones of major environmental and cultural interest. These draft principles were provisionally adopted by the ILC Drafting Committee, and discussed among UN Member States at the Sixth Committee of the General Assembly in late October 2016. In November 2016, Members were elected to serve on the Commission for the mandate period 2017-2021.

UNEP has provided technical support to the Special Rapporteur throughout the work programme and has co-hosted two dialogues together with the Nordic Permanent Missions, ELI, Rutgers and IUCN with wide representation from member states, academics, international organisations, civil society, and private sector representatives.

The 2009 UNEP report also provided clear recommendations to the ICRC to update the Guidelines for Military Manuals and Instructions on the Protection of the Environment in Times of Armed Conflict from 1994. A revised version of the guidelines is under development by the ICRC, which is expected to be published in 2017.

In addition, UNEP has supported the Nordic States in the activities stemming from their pledge (Number P1290) to the 2011 ICRC Conference on strengthening international humanitarian law as regards protection of the environment, e.g. through participating in an expert meeting in Helsinki in September 2015, as well as in a side event at the ICRC Conference itself in December 2015.

8.2 Outcomes and Next Steps

The work of this pillar culminated in the adoption of Resolution 2/15 entitled "*Protection of the environment in areas affected by armed conflict*" during the UN Environmental Assembly in May 2016. The resolution was initially co-sponsored by Ukraine, Jordan, the DR Congo, Iraq, South Sudan, Norway and Lebanon, with Canada and all EU Member States also joining as co-sponsors. The ILC Special Rapporteur noted that the resolution was "*important for several reasons, including as the most significant resolution on conflict and the environment since the 1990s*". As part of this work, UNEP provided technical support to member states in the process leading to the adoption of the resolution.

The new resolution recognizes the environmental implications of armed conflict throughout the conflict lifecycle as well as the growing international interest in improving the state of legal protection for the environment and addressing the inadequate systems of environmental response and recovery. UNEP is encouraged to work with a range of stakeholders, including civil society and the International Law Commission, to continue providing enhanced assistance to countries affected by conflict, and in the post-conflict phase, through post-crisis assessment and recovery. Meanwhile, Member States are called upon to support the development and implementation of programmes and policies aimed at preventing or reducing harm, including implementation of international law protecting the environment during armed conflict, and are invited to consider the 1994 guidelines for military manuals and instructions on the protection of the environment in times of armed conflict by the ICRC.

A particular mention is made of the need to provide assistance to countries hosting UNESCO natural World Heritage Sites, areas which are also emphasized in two of the draft principles proposed by the ILC Special Rapporteur. To ensure follow-up on the resolution, UNEP's Executive Director is requested to report back on progress made to UNEA-3 to be held in 2017, or no later than UNEA-4 in 2019.

Perhaps the single most important impact of the resolution is that it provides a vehicle for States, international organisations and civil society to discuss, debate and engage on conflict and the environment in the context of the UN Environmental Assembly. This is a key political milestone in international efforts to afford greater environmental protection and consideration in areas affected by armed conflicts.

9. Partnership Publications and Other Materials

9.1 Policy Reports

**From Conflict to Peacebuilding:
The Role of Natural Resources
and the Environment**
(Joint UNEP and PBSO).
Published in February 2009.

**Protecting the Environment
During Armed Conflict:
An Inventory and Analysis
of International Law**
(Joint UNEP and ICRC).
Published in November 2009.

**Greening the Blue Helmets:
Environment, Natural Resources
and UN Peacekeeping Operations**
(Joint UNEP, DPKO and DFS).
Published in May 2012.

**Women and Natural Resources:
Unlocking the Peacebuilding Potential**
(Joint UNEP, UN Women, UNDP and PBSO).
Published in November 2013.

**Sustaining Peace and Security:
The Role of Natural Resources
in Disarmament, Demobilization
and Reintegration Programmes**
(Joint UNEP and UNDP).
Published in December 2013.

**Natural Resources and Conflict:
A Guide for Mediation Practitioners**
(Joint UNEP and DPA).
Published in February 2015.

9.2 Books

High-Value Natural Resources and Post-Conflict Peacebuilding.

Edited by Päivi Lujala and Siri Aas Rustad. (UNEP and ELI). 30 case studies, Earthscan. *Published in January 2012.*

Assessing and Restoring Natural Resources in Post-Conflict Peacebuilding.

Edited by David Jensen and Steve Lonergan. (UNEP and ELI). 22 case studies, Earthscan. *Published in October 2012.*

Land and Post-Conflict Peacebuilding.

Edited by Jon Unruh and Rhodri Williams. (UNEP and ELI). 21 case studies, Earthscan. *Published in May 2013.*

Water and Post-Conflict Peace-building.

Edited by Jessica Troell, Mikiyasu Nakayama, and Erika Weinthal. (UNEP and ELI). 19 case studies, Earthscan. *Published in February 2014.*

Livelihoods and Natural Resources in Post-Conflict Peacebuilding.

Edited by Helen Young and Lisa Goldman. (UNEP and ELI). 19 case studies, Earthscan. *Published in April 2015.*

Governance, Natural Resources, and Post-Conflict Peacebuilding.

Edited by Carl Bruch, Carroll Muffett, and Sandy Nichols. (UNEP and ELI). 38 case studies, Earthscan. *Published in April 2016.*

9.3 Technical Reports

Relationships and Resources: Environmental governance for peacebuilding and resilient livelihoods in Sudan
(UNEP).
Published in 2014.

Livelihood Security: Climate Change, Migration and Conflict in the Sahel
(UNEP, IOM, OCHA, UNU, CILSS).
Published in November 2011.

Sierra Leone: Environment, Conflict and Peacebuilding.
(UNEP).
Published in 2010.

Natural Resource Management and Peacebuilding in Afghanistan
(UNEP and EU-UN Partnership on Land, Natural Resources and Conflict).
Published in May 2013.

Assessment of Energy, Water and Waste Reduction Options for the Proposed AMISOM HQ Camp in Mogadishu, Somalia and the Support Base in Mombasa, Kenya.
(UNEP, DFS and UNSOA)
Published in February 2010.

Haiti and Dominican Republic: Environmental Challenges in the Border Zone
(UNEP and UNDP).
Published in June 2013.

DR Congo: Post-Conflict Environmental Assessment
(UNEP). Chapter on Environment, Conflict and Peacebuilding.
Published in October 2011.

Experts' background report on illegal exploitation and trade in natural resources benefiting organized criminal groups and recommendations on MONUSCO's role in fostering stability and peace in eastern DR Congo.
(UNEP & MONUSCO).
Published in April 2015.

9.4 Guidance Documents

**UNDG-ECHA Guidance Note 2013:
Natural Resource Management
in Transition Settings.**
Published in January 2013.

**UN-EU Guidance note: Managing and
Preventing Conflicts over Renewable
Resources** (UNEP with EU-UN Partnership
on Land, Natural Resources and Conflict).
Published in September 2012.

**UN-EU Guidance note: Managing and
Preventing Conflicts over Extractive
Resources** (DPA and EU-UN Partnership
on Land, Natural Resources and Conflict).
Published in September 2012.

**UN-EU Guidance note: Managing and
Preventing Conflicts over Land**
(UN-Habitat and EU-UN Partnership on
Land, Natural Resources and Conflict).
Published in September 2012.

**UN-EU Guidance note: Conflict Prevention
in Resource-Rich Economies**
(UNDP and EU-UN Partnership on Land,
Natural Resources and Conflict).
Published in September 2012.

**The Extractive Industries Value Chain
as a Framework for Conflict Prevention
in Resource-Rich Countries**
(World Bank and EU-UN Partnership on
Land, Natural Resources and Conflict)
Published in June 2015.

9.5 Training and E-Learning

Many of the knowledge products produced by the ECP programme are being transformed into training materials and into curriculum for academic courses.

Certificate Programme on Environment, Peace and Security

In order to help establish the next generation of experts and practitioners, ECP partnered with Columbia University to establish one of the world's first ever Certificate Programme on Environment, Peace and Security. This 12-credit programme is offered over a period of two terms to both senior students and practitioners. As a complement to this course, ECP is collaborating with Columbia University, ELI and others to develop a Massive Open Online Course on Environmental Peacebuilding.

www.sps.columbia.edu/certificates/environment-peace-and-security-certificate

Massive Open Online Course on Environmental Peacebuilding

This MOOC offers an introduction to the emerging field of environmental peacebuilding. Students will obtain a basic understanding of the roles of different natural resources (renewable and non-renewable) at different stages in the conflict lifecycle and how they change importance over time. This will include how natural resources and the environment can be drivers of conflict, how they are impacted by conflict, and how they can support national peacebuilding priorities. The course will also include best practices and lessons learned in how good resource and environmental governance can prevent and resolve disputes while supporting efforts to build peace, trust, and confidence among stakeholders.

<http://www.environmentalpeacebuilding.org/education/MOOC/>

E-learning Module on Greening the Blue Helmets

As follow-up to the "Greening the Blue Helmets: Environment, Natural Resources and UN Peacekeeping Operations," UNEP partnered with UNITAR and IISD to develop an e-learning module titled, "Introduction to environment, natural resources and UN Peacekeeping Operations". This general awareness training targets all military, police and civilian peacekeeping personnel and it provides a basic introduction to the role of natural resources and the environment in contributing to conflict and peacebuilding. It explores the benefits of addressing these issues as part of peacekeeping operations and outlines individual responsibilities for environmental management, drawing on the DFS/DPKO Environmental Policy.

<https://www.unistar.org/ptp/gbh>

E-learning Module on Land, Natural Resources and Conflict Prevention

Together with the European Union and six other UN partners – UNEP, UNDP, DPA, UNEP, PBSO, HABITAT and DESA – an online self-paced e-learning tool was developed on natural resources and conflict prevention. It covers land and conflict, extractive industries and conflict, renewable resources and conflict, and capacity building for managing land and natural resources. The course is currently managed by the UN System Staff College.

<https://www.unssc.org/home/line-training-program-land-natural-resources-and-conflict-prevention>

Natural Resources and Disarmament, Demobilisation and Reintegration

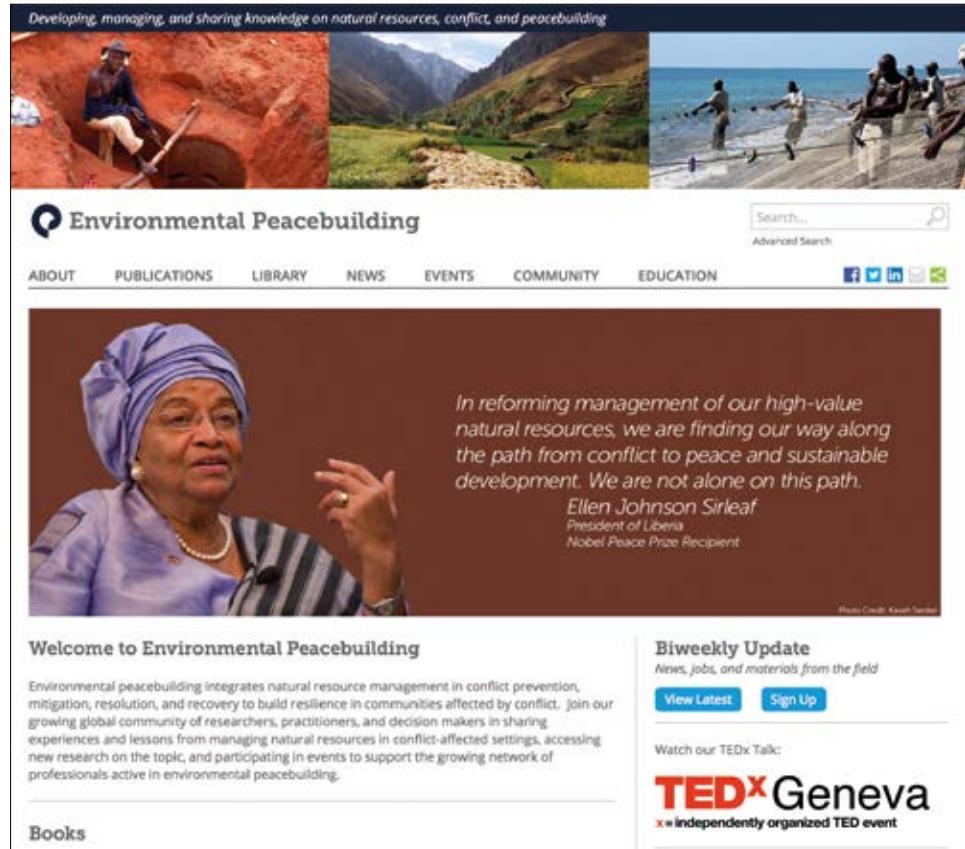
A training course on Disarmament, Demobilisation and Reintegration (DDR) is offered through the Folke Bernadotte Academy which includes a module on DDR and natural resources. This module, designed by UNEP and UNDP, outlines the risks and opportunities from natural resources to DDR programmes. The course is based on the UN Integrated DDR Standards (IDDRS).

<https://fba.se/en/how-we-work/courses/all-courses/course-on-disarmament-demobilisation-and-reintegration-ddr/>

9.6 Knowledge Platform

An environmental peacebuilding knowledge platform has been built and is being regularly used by visitors from 185 countries. It consistently receives 5,000-8,000 page views per month, and now contains over 4,000 documents and resources. The knowledge platform supports a virtual Community of Practice with over 4,000 people from 95 countries that have signed up to a regular Environmental Peacebuilding Update.

<http://www.environmentalpeacebuilding.org>



The screenshot shows the homepage of the Environmental Peacebuilding website. At the top, there is a banner with three images: a person working in a red soil pit, a green mountainous landscape, and a group of people on a beach. Below the banner, the website's logo 'Environmental Peacebuilding' is displayed, along with a search bar and social media links. The main content area features a large image of Ellen Johnson Sirleaf, President of Liberia and Nobel Peace Prize Recipient, speaking. To her right is a quote: 'In reforming management of our high-value natural resources, we are finding our way along the path from conflict to peace and sustainable development. We are not alone on this path.' Below this, there is a section titled 'Welcome to Environmental Peacebuilding' with a brief description of the organization's mission. To the right of this, there is a 'Biweekly Update' section with a 'View Latest' button and a 'Sign Up' button. At the bottom right, there is a TEDx Geneva logo.

9.7 TEDx Talk

UNEP's work within the ECP programme was featured in a 2013 TEDx Talk by David Jensen, the ECP programme manager. The talk was entitled "Natural Resources and Peacebuilding: Is the United Nations United? As of 2016, the talk has received over 10,000 views and has been a useful tool for disseminating information about the ECP programme.

https://www.youtube.com/watch?list=UU9V3x9HelwEk3Z6EknB_1Cg&v=-csxGMxyqxw

9.8 UNEP Expert Group on Conflict and Peacebuilding

UNEP established the Expert Group on Conflict and Peacebuilding in February 2008 with a view of offering independent expertise and advice to the UN Peacebuilding Commission, and the wider peacebuilding community. Consisting of leading academics, think tanks and non-governmental organizations with combined experience from over thirty conflict-affected countries, the Group provides policy inputs, develops tools, and identifies best practice for using natural resources and the environment in ways that contribute to peacebuilding and prevent conflict. The Expert Group was established by UNEP in cooperation with the Environment and Security programme of the International Institute for Sustainable Development (IISD).

Members of the group include:



Alexander Carius *Founder and Director, Adelphi, Germany*

Alexander is a leading expert on environment, conflict and cooperation. His team at Adelphi has been a driving force behind many political initiatives on climate change and energy, and environment and security, advising domestic government agencies, international organizations and the European Union.



Ken Conca *Professor, School of International Service, American University, Washington DC, USA*

Ken's research has focused on environment, conflict and cooperation, with particular emphasis on the mechanisms of environmental peacemaking, stakeholder models of conflict management and conflict transformation, and watershed-scale resources conflicts. He has written extensively on topics related to environment, peace, security, conflict and global governance.



Geoff Dabelko *Former Director, the Environmental Change and Security Program (ECSP), Woodrow Wilson International Center for Scholars, Washington DC, USA*

Geoff has facilitated dialogue among policymakers, practitioners and scholars grappling with complex links between environment, population, conflict and security for more than 15 years. His research focuses on environmental pathways to confidence-building and peacemaking, with an emphasis on managing transboundary freshwater resources.



Mike Davis *Former Team Leader, Conflict Resources, Global Witness, London, UK*

Mike headed the Global Witness Conflict Resources Team, which works to break the links between conflict and extraction of natural resources. His work with Global Witness has encompassed field investigations, managing information-gathering networks, international lobbying and working with the media.

**Juan Dumas** *Independent Conflict Resolution and Mediation Expert*

Juan is a practitioner in conflict resolution methodologies for natural resources in Latin America, Europe and the United States. He joined Partners for Democratic Change-Argentina in 1999, from where he conducted various public conflict resolution and policy dialogue interventions. In 2003, Juan joined Fundación Futuro Latinoamericano as Director General.

**Mark Halle** *Executive Director, IISD-Europe, International Institute for Sustainable Development (IISD), Switzerland*

Mark's expertise spans across environment and security, climate change and international trade of natural resources. His distinguished career has included positions with UNEP, WWF and fourteen years with IUCN, including as the head of Global Policy and Partnerships. He is the European Representative and Global Director for Trade and Investment at IISD.

**Patricia Kameri-Mbote** *Programme Director for Africa, International Environmental Law Research Centre (IELRC), Kenya*

Patricia is an Associate Professor of Law at the School of Law, University of Nairobi. An internationally renowned scholar and a Senior Advocate of the High Court of Kenya, she holds a Doctorate from Stanford University. Her areas of specialization include environment and natural resources law and policy, human rights, property rights, and women's rights.

**Richard Matthew**, *Professor of Environmental Politics, Faculty Director, Blum Center for Poverty Alleviation, University of California Irvine, USA*

Richard's research focuses on the environmental dimensions of conflict and security in the developing world, especially South Asia and East Africa, where he has collaborated with IISD to study environmental change in relation to violent conflict, human security and post-conflict reconstruction in several countries including Nepal, Pakistan, Rwanda and Sierra Leone.

**Silas Kpanan'Ayoun Siakor** *Former Director, Sustainable Development Initiative, Liberia*

Silas exposed then-President of Liberia Charles Taylor for using the profits of unchecked logging to cover the costs of a brutal fourteen-year civil war. His work led the UN Security Council to ban the export of Liberian timber in 2003. He has since been working with Liberia's new leadership to create sustainable timber practices. Silas was awarded the 2006 Goldman Environmental Prize for Africa.

**Erika Weinthal** *Professor of Environmental Policy, Nicholas School of the Environment at Duke University, USA*

Erika's research focuses on environmental and natural resources policy, regional water co-operation, and the politics of the "resource curse". She has carried out field work in Central Asia, the Caucasus, the Russian Federation, and the Middle East. She is the author of "State Making and Environmental Cooperation: Linking Domestic and International Politics in Central Asia".

10. Conclusions

The ECP programme was the first comprehensive and sustained effort to set in motion and catalyze new thinking, reforms and processes across the peace and security continuum of the UN system that would systematically address risks and opportunities from natural resources and the environment. Over the eight-year implementation period, the expectations of what ECP could achieve were surpassed as concluded by the programme evaluation. Some core highlights include:

New policies and operational partnerships

All the key UN agencies involved in the peace and security continuum published joint policy reports with UNEP outlining the links between natural resources and their specific area of responsibility. This covered peacebuilding, peacekeeping, mediation, international law, women and ex-combatants. These reports helped to raise awareness within respective institutions and globally, but more importantly served as the foundation for operational partnerships that could take forward field programmes on the ground. These partnerships are seeking to mobilize USD 25 million of new funds to support field level pilot projects.

Common UN guidance

The ECP programme helped the UN system and member states adopt new policies at the highest international level to signal the importance of the natural resources, conflict and peace for future global programmes and domestic legislation. Most importantly, 38 UN agencies adopted a common guidance note on programming linked to natural resources in post-conflict transitions.

Field operations

A total of 12 countries and 1 region were provided direct field level technical assistance on addressing conflict risks and peacebuilding opportunities from natural resources and the environment. This ranged from conducting technical assessments in CAR, Sierra Leone, Afghanistan, and DR Congo, to providing technical advice to UN peacekeeping missions in DR Congo, Mali, South Sudan, Somalia and CAR, to providing environmental diplomacy and mediation support in Western Sahara, Haiti and Dominican-Republic, Bougainville, PNG, Ogoniland, Nigeria and the Sahel. Each field engagement led to concrete follow-up work that was implemented by UNEP or other partners as part of their country operations.

Community of practice and knowledge platform

The ECP programme established a global knowledge platform consisting of case studies from 60 post-conflict countries, and a new community of practice on environmental peacebuilding involving over 4000 members. The knowledge platform is the top-ranked response on google for the term environmental peacebuilding.

New resolutions and international norms

The evidence collected by ECP and the various reports produced were used to help catalyse a new resolution adopted by the UN Environmental Assembly in 2016 on protecting the environment in areas affected by armed conflict. They also influenced the content of the International Law Commission's legal review on measures to protect the environment before, during and after armed conflict, including the subsequent normative guidelines that were adopted.

Priority setting

The linkages among natural resources, conflict and peacebuilding have become a top institutional priority for UNEP, specifically identified by the new Executive Director as a priority for his tenure in order to build on the work established by the ECP programme. This aligns with the new Secretary-General's planned focus on peace and security.

Photo (page 61)

Farmer field school in Sudan.



11. Lessons Learned

In the UN system, few other issues cut across as many institutional mandates and national interests as natural resources. Ultimately, supporting countries to effectively address conflict risks and peacebuilding opportunities from natural resources requires a strategy that goes well beyond the mandates and capacities of individual UN agencies. The key challenge faced by the UN system is how to coordinate and deploy the five core operational areas in a more effective and coherent way. These include peace and security, human rights, sustainable development, humanitarian assistance and international law. For this reason, UNEP can only address the conflict risks and peacebuilding opportunities from natural resources by working as a technical partner with other UN entities addressing conflict prevention, mediation, peacekeeping and peacebuilding.

The lessons learned and experiences of UNEP's work on environmental peacebuilding can be divided into four main areas, following the different stages of the conflict lifecycle as outlined in the introduction:

- ① The role of natural resources as potential conflict drivers;
- ② Impacts of armed conflict on natural resources and their governance;
- ③ The role of natural resources in consolidating and sustaining peace;
- ④ A UN-wide approach to addressing natural resources across the peace and security continuum

11.1

Lessons on the role of natural resources as conflict drivers

Natural resources contribute to conflict through many unique pathways: distinguishing between *means* versus *motivation*

At a broad level, it is important to distinguish between violent conflicts where natural resources act as an economic means for financing conflict, versus situations where natural resources contribute to the social and political motivation for conflict. This difference will define the design of prevention and resolution strategies. Acting as a means for funding of armed groups, natural resources must be secured and restricted from entering the market and generating revenue, through commodity sanctions and trade restrictions, for example. In contrast, conflicts that are motivated by grievances around natural resources typically revolve around one or more drivers that need to be addressed: disputes over ownership; restrictions on resource access; exclusion from consultation and decision-making; and/or inequitable distribution of the benefits and risks associated with extraction and use. These drivers often occur at different scales and interact in ways that are nested and interconnected at local, regional, national and sometimes transboundary levels.

Tensions and grievances over natural resources are rarely, if ever, the sole cause of violent conflict

The drivers of violence are most often multi-dimensional, including a range of social, political, and economic grievances as well as opportunistic motivations. Resource conflicts can be an important driver, but are rarely, if ever, the sole source of violent conflict. What determines whether a resource conflict escalates to the point of violence is more related to: (i) how they become politicized, instrumentalized and connected to other political movements; (ii) the degree to which the prevailing political economy and supporting institutions are based on patronage systems, social marginalization and exclusion (geographic, ethnic, religious or other factors); (iii) the perceived legitimacy of the state and ability to protect and extend its authority across national sovereign territory; (iv) respect for the rule of law and degree of impunity for violations of domestic laws and human rights; and (v) the prevailing security situation, including history of violence and access to arms. Therefore, technical responses are part of the solution but they need to be connected to a broader political response which aims to help states build and communicate a social contract with their citizens.

Each natural resource has a distinct set of characteristics that can drive conflicts in different ways

Different types of natural resources such as minerals, oil and gas, timber, land and water can generate unique kinds of conflict between stakeholders, often at different spatial and political scales. Typically, the potential for a natural resource to generate risks and vulnerabilities that drive conflict depends on the magnitude and distribution of revenues and benefits they generate, the number of livelihoods they directly support, or the scale of negative impacts they cause. Natural resources can also play different roles in the onset and escalation of violent conflict, with the potential to act as a trigger of conflict, as a means of conflict financing, and as an incentive to prolong conflict and spoil peace. Many resources are influenced by a range of natural, economic and social factors leading to a high level of complexity and uncertainty in their availability, quality, and value that is always context specific.

11.2

Lessons on the impacts of armed conflict on natural resources and their governance

Natural resources are a livelihood lifeline during violent conflicts when basic services of society break down

Natural resources frequently become an important economic lifeline for local populations and displaced people during violent conflicts. Coping strategies are often based on short time horizons and insecure access rights that lead to unsustainable practices. In many cases, conflict economies emerge, consisting of several distinct but intertwined segments: (i) the remains of the formal economy; (ii) an expanding informal economy; (iii) the international aid economy; and (iv) often an illicit criminal economy. The main challenge for peace consolidation and UN programming is to understand how these strands provide support to different livelihoods, and how incentives can be used to promote a gradual return to regulated and sustainable resource use. In the majority of cases, it is the formal and aid economies that get most attention from donors and ministries, whereas many people are actually earning a post-conflict living from natural resources in the illicit and informal economies. The most common activities include artisanal and small-scale mining (ASM), charcoal production and wood supply, fisheries and wildlife. Such coping strategies and survival livelihoods for local populations and displaced persons during, and after, violent conflicts can have extensive impacts on the environment and such practices often last long into peacebuilding processes.

The resource governance vacuum that occurs during armed conflict can make natural resources particularly vulnerable to pillage and looting

Natural resources are particularly vulnerable to pillage and looting during the governance vacuum that often follows in the wake of armed conflict. During violent conflict, the resulting resource governance and institutional vacuum is almost systematically exploited. Extensive resource theft tends to take place by a combination of predatory individuals, armed groups and transnational criminal networks. Such activities include land grabbing, illegal wildlife trade, and the looting of high-value resources. In many cases, the revenues from the illegal resource exploitation and trafficking of natural resources are used to perpetuate and sustain instability and violence. The international system has developed tools for addressing such "conflict resources", ranging from voluntary transparency regimes, to certification mechanisms, to targeted commodity sanctions. However, these instruments require context specific application and improved strategic coordination to be able to respond to the complexity of global supply chains and the dynamic nature of transboundary resource flows. In particular, the geographic and technical intricacy of these chains, as well as their ability to adapt to and thwart regulation, often confound international and domestic legal frameworks, resulting in an unregulated space between the two levels. While the existing range of tools are useful, they need to be linked to a broader anti-trafficking approach, information exchange and institutional strengthening to be more effective.

11.3

The role of natural resources in consolidating and sustaining peace

Post-conflict economic recovery strategies should include a blended approach involving both renewable and non-renewable natural resources

A number of post-conflict countries are rich in high-value natural resources that could support a range of different extractive investments. While extractive industries are often seen as an important opportunity for post-conflict countries to kick-start economic growth, create jobs and generate revenues, they seldom live up to these expectations and should never be used as the only pathway out of fragility. In most cases, the immediate employment generated by commercial extractives is minimal, with the majority of the population continuing to depend on small-scale subsistence livelihoods. Overreliance on a single extractive industry also heightens vulnerability to price shocks and market downturns.

Given these challenges, any economic development plan should be geared towards supporting the recovery and improved production of rural livelihoods based on other renewable natural resources, notably agriculture, fishing, livestock and community forestry. This can maximize employment, including for ex-combatants and women, and contribute to food security. Furthermore, an initial focus on rural livelihoods buys the time needed for countries to build the internal capacity, legal framework, and infrastructure to develop their extractive sector in a more strategic and effective manner.

Resource-rich countries should consider adopting a resource transformation and economic growth model based on six core elements: (i) building the institutions and good governance of the resource sector; (ii) developing infrastructure that can be shared with other economic sectors; (iii) ensuring robust fiscal policy and competitiveness; (iv) supporting local employment and value chains; (v) deciding how to share and spend a resource windfall wisely; and (vi) transforming resource wealth into broader economic development and diversification. The Natural Resource Charter also provides a sound framework for the good governance of the extractive sector.

Programming to build community resilience must account for disasters, climate change, and conflict simultaneously

Repetitive stresses and shocks from disasters and conflicts gradually undermine positive development gains and fundamentally reduce community resilience over time, especially when they repeatedly impact natural resources. Climate change has the potential to increase the frequency and magnitude of disasters, as well as contribute to increased competition and conflict over scarce natural resources. The inter-play between disasters, conflicts and climate change, as well as the cumulated effects, requires integrated responses to successfully increase community resilience and protect the viability of resource-dependent livelihoods. Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) can be designed in a conflict sensitive manner and peacebuilding can be strengthened by incorporating elements of resilience to disasters and climate change impacts. They should enable cooperation and confidence building around natural resources, and work to build community resilience to resource conflicts through peaceful and legitimate dispute resolution processes.

Collaboration around natural resources can be used as an entry point for dialogue and for confidence building

Depending on the country context, environmental issues such as pollution, habitat degradation, deforestation, water management, and protected areas can be an initial entry point for dialogue and confidence building between divided groups and communities. Local peacebuilding may be promoted using natural resources as the basis for rebuilding key relationships if mutual benefits can be identified and a common vision agreed. Over time, cooperation over natural resources can have important "spill over" effects, leading to cooperation in other domains and establishing a basis of trust for continued joint action. Some natural resources or environmental issues seem to have more cooperation and peacebuilding potential than others – much depends on how "politicized" the resource is within the prevailing political context combined with the historical levels of conflict and cooperation around the specific resource.

11.4

Establishing a UN approach to address natural resources across the peace and security continuum

The UN system needs “unity of purpose” for addressing natural resources and the environment across the peace and conflict continuum

Work conducted by ECP and UNEP country programmes have demonstrated to UN Country Teams the value of (i) joint conflict analysis which include resource dimensions; (ii) sharing technical information; and (iii) developing an overall strategy and common vision for addressing different risks and opportunities from natural resources. These good practices need to be up-scaled and replicated on a systematic basis in other UN Country Teams to avoid fragmentation of efforts and a lack of strategic focus.

At a global level, the UN system has tested and developed a range of tools that can address specific risks and opportunities from natural resources along the peace and security continuum as depicted in [Figure 1](#). As there are many actors and processes shaping the contours of this continuum, the entry points will always vary according to the national context and capacity. In line with current international efforts to find less linear and more flexible approaches to transitions from conflict to durable peace, it is important to assure continued and coherent attention to natural resource issues across the different peace and security instruments. In this regard, a vision and “unity of purpose” across the UN is needed for each specific context.

Where UN missions face illicit natural resource exploitation and trafficking, the organisation should strive to form a cohesive front across the political, security, economic, social and legal functions. The UN needs to strengthen its shared analysis and conceptual clarity and make sure it acts in a complementary manner to the World Bank and regional financial institutions. The full implementation of the UNDG-ECHA guidance note on natural resource management in transition settings could help to consolidate the UN's strategic approach towards tackling such challenges.

The UN also needs to further position itself and clarify its role at different levels in relation to other actors such as regional organizations, international non-governmental organizations, the private sector, academia and civil society – which should play important roles in addressing natural resource risks and opportunities.

12. Future Outlook of the ECP Programme

The UN system is undergoing profound shifts in the way it integrates and coordinates its work streams across the main operational areas of peace and security, sustainable development, humanitarian assistance, human rights and international law. The 2030 Agenda for Sustainable Development is moving from a donor and recipient-based development paradigm to universal Sustainable Development Goals (SDGs) that apply globally.

Where possible, ECP's work in the future will be oriented to support SDG 16 on Peace, Justice and Strong Institutions. Within this goal, UNEP will focus on the environmental and natural resource dimensions of five key targets:

- 16.3** Promote the rule of law at the national and international levels, and ensure equal access to justice for all
- 16.6** Develop effective, accountable and transparent institutions at all levels
- 16.7** Ensure responsive, inclusive, participatory and representative decision-making at all levels
- 16.10** Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements
- 16.a** Strengthen relevant national institutions, including through international cooperation, for building capacities at all levels, in particular in developing countries, for preventing violence and combating terrorism and crime

UNEP views these five targets as essential requirements for governing natural resources in a manner which maximizes peace dividends and minimizes the risk of social grievances and violent conflict. This work will complement and inform other planned UNEP support to SDGs that have a stronger environmental orientation. The need to adopt a conflict-sensitive approach for all environment and natural resource management projects and capacity building efforts will be paramount.

Other key global agendas, such as the expert reviews of Peace Operations and Peacebuilding Architecture, also highlight the need for focused investments in conflict prevention linked to natural resources combined with coherent and holistic responses to armed violence and peacebuilding. As the initial global investments made by the ECP programme become self-sustaining and are scaled-up by the partners and beneficiaries, UNEP can refocus its own efforts on providing targeted technical assistance to member states at the field level. The most important environmental drivers of conflict and the global role UNEP can play to manage and mitigate specific risks are defined below in more detail.

Conflicts linked to competition over access to and use of natural resources:

Direct competition for scarce environmental resources between livelihood groups or economic sectors, such as land, water, wood, and wildlife can be a major driver of conflict at the local level. Such conflicts are amplified by local population growth and in-migration, chronic environmental degradation, climate change, and commercial consumption. They can turn violent when they directly threaten people's livelihoods, become linked to identity, or amplify existing grievances linked to marginalization or discrimination.

Conflicts linked to the distribution of benefits and impacts from natural resources:

Extractive industries, industrial sites or major infrastructure projects can seriously degrade, exhaust or pollute renewable natural resources and become a major source of grievance, if their potential benefits are not materialized at the local level. Adverse environmental impacts can create conflicts if communities are not compensated for the damage and do not receive a fair share of the development benefits, financial or otherwise.

Conflicts linked to the exclusion of people from natural resources:

Protection of specific natural resources, e.g. national parks, classified forests or construction of reservoirs for hydropower, can create conflicts if it restricts local access, or requires resettlement of communities. While voluntary resettlement together with compensation and provision of alternative livelihoods is the preferred solution, it can lead to conflict if imposed and not handled in an appropriate manner.

Conflicts over transboundary natural resources:

Transboundary environmental conflicts come in two distinct forms. On the one hand, they happen when states argue over their allocations of a shared resource such as water, migratory wildlife or an oil reserve. On the other hand, conflicts can also be caused when one state acts in a way that increases risks for its neighbour in the form of air or water pollution or restricting access to international markets.

Conflict fuelled by environmental crime

Illegal natural resources exploitation and environmental crime can act as a direct source of financing for conflicts. Criminal networks, and in some cases, armed groups now include in their trafficking portfolios wildlife, waste, chemicals, timber and other forest products, as well as conflict minerals such as cassiterite, wolframite, coltan, and gold or diamonds. The growth rate of these crimes is astonishing, estimated to be 2-3 times the pace of the global economy.

UNEP's role

Moving forward, UNEP will offer the following services to member states and other stakeholders to help address the environmental drivers of conflict:

- a)** Scientific and impartial environmental assessments that can help establish a common understanding among protagonists around the issues at hand in order to facilitate evidence-based dialogue and conflict resolution;
- b)** Capacity building for conflict-sensitive environmental governance helping policy makers and practitioners understand and mitigate conflicts that could erupt over the development of natural resources;
- c)** The provision of technical support for dispute resolution that can help mediators understand the environmental issues at play and develop creative win-win solutions;
- d)** Pilot projects that demonstrate ecosystem-based measures as well as environmental transparency and performance safeguards that can mitigate conflicts between livelihood groups or stakeholders;
- e)** The development and management of an international knowledge base and community of practice on environmental peacebuilding, that can document and disseminate good practices.

**The ECP Programme Received Expertise and Support
from the Following Individuals During 2008-2016**

ECP CORE TEAM

David E. Jensen (Manager)
Adrienne Stork
Amanda Kron
Anne Cecile Vialle
Bessma Mourad
Dag Seierstad
Dennis Hamro Drotz
Elena Orlyk
Inga Petersen
Ivan Blazevic
Jenny Clover
Kathryn Chelminski
Lucile Gingembre
Matti Lehtonen
Max Pardo
Nicolas Cisneros
Pauliina Upla
Renard Sexton

CONTRIBUTING EXPERTS

Alec Crawford
Alex Grzybowski
Alexander Carius
Andrew Morton
Andrew Scanlon
Anne Hammill
Annica Waleij
Antonio Perera

Arshad Khan
Asif Zaidi
Barbara Ruis
Belinda Bowling
Birgitta Liljedahl
Bradley Smith
Brendan Bromwich
Carl Bruch
Christian Nellemann
Donata Garrasi
Edwige Botoni
Elizabeth Maruma Mrema
Erik Solheim
Erika Weinthal
Erin McCandless
Geoff Dabelko
Hassan Partow
Henrik Slotte
Joe Attwood
John Bennett
Jordan Diamond
Josie Lianna Kaye
Juan Dumas
Ken Conca
Koko Warner
Maliza Van Eeden
Marc Levy
Mark Halle
Michael Brown
Mike Davis
Muralee Thummarukudy
Oli Brown

Patricia Kameri-Mbote
Patricia Vasquez
Pekka Haavisto
Philippe Roch
Richard A. Matthew
Silas Siakor
Silja Halle
Wynet Smith

**UN AND DEVELOPMENT
PARTNERS**

Amb. Bénédicte Frankinet
Amb. David Angell
Amb. Janne Taalas
Amb. Jarmo Viinanen
Amb. Päivi Kairamo
Anne-Marie Goetz
Arnaud Huannou
Bady Balde
Cécile Mazzacurati
Corli Pretorius
Cynthia Brady
Dan Schreiber
Daniele Senzanonna
Denise O'Brien
Edric Selous
Elina Ruoho
Fernando Gryzbowski
Filiep Decorte
Florian Bruyas

Frédéric Moser
Gay Rosenblum-Kumar
Gerald Pachoud
Glaucia Boyer
Henk-Jan Brinkman
John Carstensen
Juha Pyykkö
Jukka Pesola
Kulmiye Mohamed
Lennart Deridder
Leontine Specker
Maciej Madalinski
Madalene O'Donnell
Mark Bowden
Marie Cherchari
Marie Jacobson
Martin Kobler
Michael Jarvis
Mora Johnson
Nicholas Haysom
Nicolas Ray
Nika Saeedi
Nikhil Acharya
Nikki Siahpoush
Oumar Sylla
Ousmane Deme
Ozong Agborsangaya-Fiteu
Patrice Quesada
Patricia Kim
Paul Rushton
Peter Van der Auweraert

Pierre Lacroix
Rachel Dore-Weeks
Razi Latif
Russ Doran
Sami Areikat
Sarah Douglas
Sophie Ravier
Steven Jackson
Svenja Korth
Szilard Fricska
Tim Resch
Tracy Raczek

COMMUNICATIONS

Antonia Mendes
Cassidy Travis
Cristina Poiata
Elisabeth Finney
Julie Marks
Matija Potocnik
Peter Whitten
Sam Newport
Sophie Brown

BOOK EDITORS

Carl Bruch
Carroll Muffett
David Jensen
Erika Weinthal
Helen Young
Jessica Troell
Jon Unruh
Lisa Goldman
Mikiyasu Nakayama
Päivi Lujala
Rhodri Williams
Sandy Nichols
Siri Aas Rustad
Steve Lonergan

RESEARCH ASSISTANTS

Altan Butt
Diva Sama
Eline Crossland
Fabian Kreuzer
Fanny Rüden
Hannah Moosa
Ivonne Lobos Alva
Julien Aguzzoli
Kyungmoo Heo
Lucas de Muelenaere
Lucile Maertens
Matthias Chesley
Molly Brewis
Paige Olmsted
Sarah Bieber

Annex 2 List of Partner Organizations



MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND



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OF FOREIGN AFFAIRS



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MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND



The United Nations Environment Programme (UNEP) is the leading global environmental authority that sets the global environmental agenda, promotes the coherent implementation of the environmental dimension of sustainable development within the United Nations system and serves as an authoritative advocate for the global environment.

UNEP's work encompasses:

- Assessing global, regional and national environmental conditions and trends
- Developing international and national environmental instruments
- Strengthening institutions for the wise management of the environment

