

Enriching the Planet – Empowering Europe

Optimising the use of natural resources for a more sustainable economy

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1. Introduction

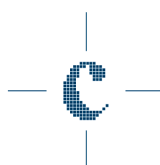
A transition to an economy in which energy, food, water and mineral resources are used in a sustainable way so as to protect ecosystems and to combat climate change and loss of biodiversity is perhaps the biggest challenge of our time. The EU has traditionally been at the forefront in the debate on sustainable management of natural resources. There is a Raw Materials Strategy and a Strategy on Natural Resources. Furthermore, resource scarcity is related to the discussions on inter alia the EU 2020 Strategy, the Sustainable Development Strategy, the Energy Policy, the European Security Strategy and the Reform of the Common Agricultural Policy.

This paper is meant to give a succinct overview of most of the issues that will be discussed at the conference “Enriching the Planet- Empowering Europe”. This conference is organised by the Clingendael Institute, in close cooperation with the government of the Netherlands, on the 26th and the 27th of April in The Hague. In line with the conference programme, this paper will focus on the international debate on scarcity and transition, global governance options and the EU’s internal and external policies related to the scarcity of natural resources. We assume in our analysis that more European cooperation and action is required to address the issue of scarcity of natural resources, in addition to national initiatives. Competition between EU Member States should be avoided, since the European economy is highly integrated. Besides, more cooperation on the global scene would either way relieve the pressure on natural resources, and the geopolitical tensions that may arise from these pressures.

At the conference and within this paper, our objective is to look at the issue of natural resource scarcity from an environmental, economic and geopolitical perspective. Sometimes, these perspectives may be at odds with each other. A short-term economic interest in securing access to natural resources may for instance contradict with the objective of stability in poorer resource-rich countries and the sustainable management of resources. Nevertheless, in the longer term sustainable management and stability are considered essential for the EU’s competitive position in a multi-polar world and for the economic growth agenda. The challenge is to balance the various objectives in decisions on policy measures and to aim at identifying those options which integrate the three perspectives.



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In addition to this paper, short essays are published covering specific issues dealt with in the conference programme, such as energy, food and minerals scarcity, interlinkages between scarcities and future prospects.¹ On the basis of this input and the discussions at the conference, “Chairs Conclusions” could identify possible options regarding EU action to address policy issues arising from scarcity of natural resources. These could be relevant to ongoing policy processes and related events that are on the agenda for the coming months. These are listed in Annex I. Questions formulated in this paper have the purpose of providing a focus for the discussions at the conference with the intent to arrive at inspiring Conclusions.

2. The international debate on resources scarcity

It is predicted that by 2030, as a result of a further growth of the world population and of economic development, the world will need to produce around 50 per cent more food and energy, together with 30 per cent more fresh water, whilst mitigating and adapting to climate change and the risk of an increasing loss of biodiversity.² Scarcities of food, water, energy, minerals emerge within a global context of changing geopolitical relations. Most often the issue is not the depletion of resources, but rather a lack of access to them, which may be attributed to deficiencies in distribution and asymmetrical dependencies. Against this background, increasing scarcity of natural resources may cause greater mutual mistrust between states and regions and carries a risk for protectionism and resource nationalism.³ It may even lead to conflicts about scarce resources.⁴ Moreover, because of the unbalanced dependencies, some parts of the world are more vulnerable to scarcities than others, and competition may occur over for instance land resources in developing countries (the so-called phenomenon of “land-grabbing”). This is at odds with the need for greater mutual trust, more cooperation and global agreements, which could ensure the sustainable use of natural resources in the future.

The various scarcities and their causes present many similarities and interlinkages. Therefore, an integrated approach is called for to enable a transition to a sustainable world economy and society. For instance, an increased share of animal products in the global diet, coupled to an already growing demand for food, will exponentially increase land and phosphate requirements for food production.⁵

¹ Please visit the conference website for an overview of the essays: <http://www.clingendael.nl/resourcescarcity>

² J. Beddington (2009), *Food, Energy, Water and the Climate: a Perfect Storm of Global Events?*, Government Office for Science, London, p. 1.

³ For instance, during the last decade transnational corporations have lost ground to state-owned companies. I. Bremmer and R. Johnston (2009), ‘The Rise and Fall of Resource Nationalism’, *Survival*, Vol. 51 no. 2, April-May 2009, p. 149; and M.T. Klare (2008), *Rising Powers, Shrinking Planet, The New Geopolitics of Energy*, New York Henry Holt & Company.

⁴ See M.T. Klare (2002), *Resource Wars – The New Landscape of Global Conflict*, Henry Holt and Company, New York, pp. 289.

⁵ J. Bakkes et al. (2009), *Getting into the Right Lane for 2050: A primer for EU debate*, Bilthoven: Netherlands Environmental Assessment Agency and

These resource linkages can severely constrain potential solutions.⁶ Because all major resource categories are somehow challenged, a quantitative understanding of the complexity of scarcities, their interrelations, and how they can be managed is required to explore the pathways towards sustainable development.

In the meantime, climate change has appeared as a new phenomenon on the resources agenda, that already included other pollution issues. Unabated climate change can induce degradation of freshwater resources, decline in food production, increase in storm and flood disasters, and environmentally induced migration. Climate change is considered as a threat to global security.⁷ The former High Representative and the European Commission perceive climate change as a threat multiplier which exacerbates existing trends, tensions and thereby worldwide instability.⁸ They consider conflict over resources as a type of conflict driven by climate change. The overall effect is that climate change can fuel existing conflicts over depleting resources, especially where access to those resources is politicised.

Questions for discussion at the conference:

- What are the largest political risks regarding geopolitical, economic and ecological aspects of the resource scarcity issue?
- In what areas is there still a need to improve our understanding of the effects of resource scarcities and linkages between them? Which measures could be taken to improve the functioning of resource markets so as to lower prices and increase access, without harming the environment?

3. The international debate on the need for transitions

There is a growing awareness, that in order to do more with limited resources, transitions are required; i.e. fundamental long-term changes to systems to reduce and help control the problem of the complex of scarcities.⁹ However, there are many obstacles hampering transitions. To cope with the challenge of those transitions, solutions

Stockholm Resilience Centre.

⁶ See E. van der Voet and T.E. Graedel (2009), ‘The Emerging Importance of Linkages’, in T.E. Graedel and E. van der Voet (eds.), *Linkages of Sustainability*, Strüngmann Forum Reports, November 2009, pp. 1-11. The Netherlands Environmental Assessment Agency (PBL), is conducting outlook studies, analyses and evaluations in this field, in which an integrated approach is paramount

⁷ See *World in Transition: Climate Change as a Security Risk*, Global Advisory Council on Global Change (WBGU), Summary for Policy-Makers, Berlin, 29 May 2007, pp. 2-3; and J. Mazo (2010), *Climate Conflict, How global warming threatens security and what to do about it*, The International Institute for Strategic Studies, London, pp. 166.

⁸ *Climate Change and International Security*, Paper from the High Representative and the European Commission to the European Council, S113/08, Brussels, 14 March 2008, pp. 2.

⁹ See for different perspectives on scarcity, Scarcity and transition, *Research questions for future policy* (2009), Ministry of Foreign Affairs and Ministry of Housing, Spatial Planning and the Environment, The Hague, pp. 17.

can primarily be found in the areas of technological innovation and in changes in consumer and producer behaviour, production systems and the market. Important questions in this regard are to what extent the market mechanism will do its work, i.e. that an increase of prices will reduce demand and stimulate the use of alternatives and of technological innovation, and to what extent government action – both on a national and international scale- is needed to bring about transitions. In this regard it may be useful to look at innovative methods and other ideas that have been applied elsewhere (e.g. in the IT sector). In doing so it is important to acquire a clear insight not only into the links between different scarcities, but also in the underlying mechanisms which may hamper transitions (such as the wrong market incentives, lock-ins in policy, unfriendly innovation climate or protectionist conservation policies). Successful strategies should make use of the innovative power of people, groups, companies and institutions. One also has to keep in mind, that transitions call for considerable policy change, often one step at a time, as system changes tend to affect large, established interests. New stakeholders may need to be supported to experiment and to contribute to regime shifts.

Roughly speaking, transitions are conceivable in three areas:

- New technologies that deliver greater efficiency, recycling and higher productivity (e.g. cleaner cars or precision fertilisation or biotechnology);
- New technologies that lead to substitution (e.g. renewable energy or green chemistry based on agriculture); and
- Changes in institutional or consumer behaviour (e.g. driving less, eating less meat, reduce food losses and waste)

It is clear that the management of our natural resources has become an urgent issue at the national, regional and international level. There is growing interest in a global resource management regime of both, politicians and the business community. A road map for developing a global resource management could encompass resource-rich developing countries as the target group (through “resource funds”), bi- and multilateral cooperation (“resources for development” programmes), and governments and the corporate sector (increasing resource productivity”). Transparency and standards are identified as overarching elements. Transparency of payments and revenues is an important goal of good governance. An example is the Extractive Industries Transparency Initiative (EITI) which is supported by the EU.¹⁰ Appropriate sustainability standards and certification which apply to end products and raw materials should also be developed and implemented throughout the whole life cycle of consumer products.

In the literature on scarcity issues, there is a certain tendency to use the concept public goods when talking of scarcity of energy, raw materials, minerals, food, or other scarce resources.¹¹ It seems, though, that these issues, precisely because they are scarce, do not fully meet the criteria of a public good. People or countries can be excluded from the access to and use of these items, although from a human rights perspective this is impermissible. Moreover, they also lack the element of non-rivalry; i.e. in the case of scarcity, consumption by one actor reduces the overall availability of the specific item. In other words, as far as energy, food, etc. could be analysed in terms of public goods, they should certainly not be considered as pure public goods.¹² At best, they could be considered common pool resources that have similar management problems as public goods.

Due to their (potential) scarcity, there is a substantial risk of negative externalities in the case of the access to and consumption of food, energy and other resources, resulting in, rivalry, conflicts, asymmetric interdependencies, a sharpening of divisions between the rich and the poor in the world. This underlines the need for collective action regarding the access to and the use of scarce resources. This becomes even more prominent in the light of the linkages between the usage of natural resources on the one hand and issues such as climate change and biodiversity, i.e. the issue of sustainability, on the other hand. There is consensus in the literature that due to the anarchic nature of the international system, and in accordance with the logic of the tragedy of the commons, this collective action will not emerge spontaneously. It needs to be organised.¹³

Questions for discussion at the conference:

- What transitions are needed and how could they be catalysed?
- How can insights into resource scarcity be better integrated into policy-making practice that aims at promoting transition?

4. The quest for a global framework of governance

In the past decades, various efforts have been made within the framework of the system of multilateral governance to establish forums for consultation and cooperation concerning water, energy, food, minerals, and other natural resources. Often EU Member States were the driving force behind these efforts. One of the reasons for this is of course that the EU is very much depended on the import of inter alia energy and a number of (precious) metals and minerals. Whether the international community will be successful in dealing with resource scarcity related issues will heavily depend on the kind of

¹⁰ R. Bleischwitz and S. Bringezu (2007), *Global Resource Management, Conflict Potential and Characteristics of a Global Governance Regime*, Policy Paper 27, Development and Peace Foundation, Bonn, p. 6-7

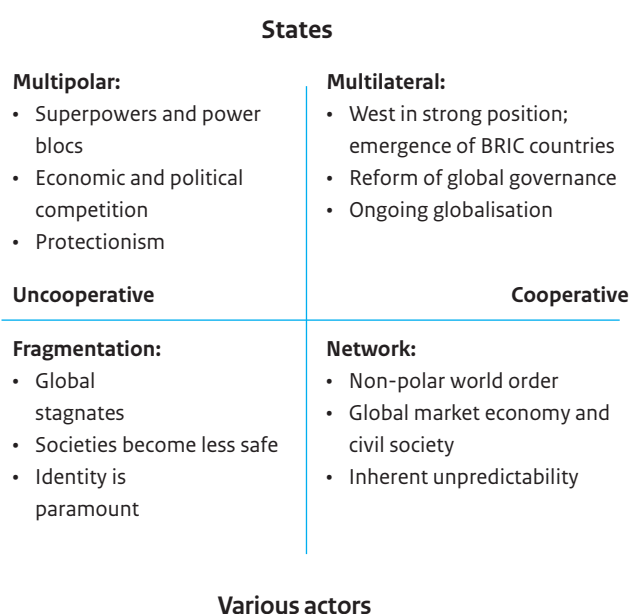
¹¹ G. Hardin (1968), ‘The tragedy of the commons’, *Science* Vol. 162 No. 3859 pp. 1243-1248; E. Ostrom, T. Dietz, N. Dolzak, P. Strom, S. Stonich and E. Weber, eds. (2002), *The drama of the commons*, National Academy Press: Washington.

¹² See inter alia D. Long and F. Woolley (2009), ‘Global public goods: critique of a UN discourse’. In: *Global governance*, 15 p.107-122.

¹³ See for a discussion of the link between governance and sustainability various contributions in: W. N. Adler and A. Jordan (eds.) (2009), *Governing sustainability*, Cambridge: Cambridge University Press.

international system that will be in place. In view of the shifts that are taking place in the international power relationships, the ongoing crisis of the multilateral system and the highly complex international agenda, it is difficult to predict what kind of international system will emerge. However, it is obvious that in terms of scenario's the required level of global governance will be much more difficult to attain in a multipolar scenario, or in a scenario of disintegration and competing blocks, than in a multilateral scenario (see figure 1).

Figure 1 – Four scenario's for global governance



Source: Inter-ministerial project *Scarcity and Transition*, The Hague, 2010.

With regard to the existing framework of multilateral governance on scarcity issues, the dominant view is that the global players are too fragmented to be effective and that the governance system yet in place insufficiently reflects the emerging power relationships. Only in matters of food and climate policies, there are global and more or less permanent frameworks for consultation and cooperation. In particular the FAO has, in response to the Millennium Development Goals, made an effort to develop an integrated approach to the risk of food scarcity by linking sustainable agricultural development to issues of water, food security, climate change biodiversity and bio-energy. Within the framework of the UN Framework Convention on Climate Change (UNFCCC) agreements to reduce emissions and to adapt to climate change have been concluded (inter alia the Kyoto Protocol and the Copenhagen Accord). In the case of biodiversity, the Convention on Biological Diversity stipulates that the conservation of biodiversity is a 'common concern to humankind', but it lacks legal instruments for nature preservation.

With regard to other scarcity issues, the overall picture is more dispersed and fragmented. The World Water Forum meets once every three years to discuss water scarcity issues and other water related

concerns. In September 2010 water scarcity will moreover be discussed in the World Water Week in Stockholm. Regarding energy, only for nuclear energy a global forum exists, the IAEA. Various groups of producers and exporters (OPEC and GECF) and OECD countries that constitute a group of importers (IEA) have assembled themselves. Within the IEA, they have agreed on a mechanism for the stocking of oil (the requirement to keep a reserve for 90 days of oil consumption). In addition, various UN agencies are directly or indirectly involved in issues concerning scarcity, but they often lack the necessary competences and means. In 2007 UNEP established a panel on sustainable resource management, whose main objective is to assess the environmental impact of natural resources (inter alia biofuels and metals). The focus of this panel is mainly directed towards the environmental dimension of the extraction and usage of potentially scarce resources. Other multilateral organisations, like the WTO, World Bank and IMF, are to some extent involved in issues of scarcity as well. In particular the WTO is paying more attention to trade in non-renewable resources, notably the impact of export restrictions, the existence of producers' cartels and the impact of governments or state related agencies on trade in natural resources.¹⁴ The WTO will devote its World Trade Report 2010 to trade in natural resources. The WTO is also involved where it concerns trade in food, where it has a focus on liberalisation of markets.

One could envisage the G-20 or UN General Assembly to discuss economic, ecological and geopolitical dimensions of scarcity of natural resources. This would be most useful if such discussions would be linked to organisational structures that will secure implementation (i.e. the delegation of tasks to the FAO, IEA, UNEP, WTO and World Bank).

The segmented and rather weak international governance infrastructure for the issue of natural resource scarcity reflects the state of the multilateral system in general. The most significant problems include:

1. The non-existence of rules or mechanisms to deal with a number of important scarcities. Only in the case of food, the FAO offers on a global level a forum for consultation and cooperation.
2. A lack of an effective toolbox to deal with issues concerning scarcity, in particular regarding agreeing on binding rules and ensuring compliance with these rules.
3. A lack of an integrated approach towards the issue of scarcity. Such an approach is pivotal in view of the linkages between scarcities and the geopolitical relations in the world.

¹⁴ P. Collier and A. J. Venables (2010), *International rules for trade in natural resources*. WTO, Staff Working Paper ERSD-2010-6 (January 2010); regarding the WTO and trade in energy: G. Marceau (2010), 'The WTO in the emerging energy governance debate'. In: *Global Trade and Customs Journal*. Vol.5(2010)3, p.83-93.

4.1 In search for appropriate global governance structures

The question is to what extent an integrated approach towards scarcity and transition is possible and what governance options could be envisaged? Important factors in this regard are:

1. The level on which measures need to be taken. To what extent is a global approach –i.e. the creation of global institutions and rules- feasible and appropriate? Taking into account the often regional or local and very diverse nature of the effects and causes of scarcity, and the very different views of countries with regard to the preferred solutions, a more pragmatic and partial process of governance could be more effective and also legitimate. This would also be in accordance with the principle of subsidiarity.
2. The governance modes/instruments to be applied. To what extent should rule-based (binding) approaches be preferred or is the market mechanism (within the framework of the WTO) an appropriate tool to deal with specific issues of scarcity and transition?
3. The actors to be involved. It is clear that the issue of scarcity and of the transition to a more sustainable economy requires the participation of a wide range of non-governmental stakeholders. An important question in this regard is how inclusive the process of (global) governance should be and how it is to be organised in order to guarantee the involvement of the various stakeholders.
4. The role of the EU in the process of (global) governance and scarcity. As an important exporter and consumer of scarce resources, the EU claims a leading role regarding issues of scarcity. To what extent can the EU play a leading role in this area?

In academic and policy circles a number of recommendations have been made to improve global governance on scarcity issues. They focus in particular on the need to raise the level of awareness regarding the urgency of scarcity related problems. These recommendations are the following:

- Build shared awareness at the highest political level – through heads of government and international agencies spending more time together, but less of it in highly formal, choreographed interactions.
- Move from part-time Sherpa's to virtual secretariats in processes to prepare summit agendas, with the underlying objective of creating more 'bandwidth' for developing shared ideas and joint options to go to the political leaders' level.
- Work towards a culture of interoperability – not just at political leaders' level, but throughout governments and international agencies, both within and across them, through a culture of secondments and joint exercises, such as scenario building.
- Establish joint scientific research programme and intensify international cooperation on research on scarcity issues. It could for instance be considered to produce a World Resources Outlook. There are already World Outlook reports on energy, food, water and

(through the IPCC) on climate change – but there is no report that connects the dots between them. Commissioning one would force relevant agencies to work together, and potentially open political space and drive policy development.

With regard to a global governance regime for the management of the world's natural resources, three options have been proposed as brought forward by Bleischwitz and Bringezu¹⁵:

1. International Panel for Sustainable Resource Management. This idea has already been put into practice by the establishment of the UNEP Resource Panel in 2008. The roadmap for the establishment of this Panel was agreed at the initiative of the European Commission;
2. International convention on sustainable resource management. In the longer term, an internationally legally binding convention on sustainable resource management may be required;
3. International Agency for sustainable resource management. An international agency for sustainable resource management may be necessary to ensure that the agreed tasks can be performed effectively and sustainably.

Questions for discussion at the conference:

- What international governance arrangements are needed to promote the transition to the sustainable management of natural resources?
- How can non-governmental organisations and the private sector be involved in the search for appropriate global governance arrangements?
- Is there a need for a new overarching global framework in order to guarantee an integrated approach towards the issue of scarcity and the transition to a sustainable use of resources, as has been advocated by some?

5. Resource scarcity and EU policy debates

This section discusses major ongoing EU policy debates and how they relate to the issue of resource scarcity and transition. At the moment, the EU's role is dispersed while its policies and legislation depend on a wide range of competences.

The issue of natural resources is related to various objectives and competences defined in the Treaty on European Union (TEU) and Treaty on the Functioning of the Union (TFU). With regard to food, the objectives of the Common Agricultural Policy (CAP) include the availability of supplies and a reasonable price for consumers.¹⁶ The Lisbon Treaty has introduced co-decision powers for the European Parliament on agricultural measures, which may lead to a change of focus in adopted measures. The EU's industrial policy aims to secure

¹⁵ R. Bleischwitz and S. Bringezu (2007), Global Resource Management, Conflict Potential and Characteristics of a Global Governance Regime, Policy Paper 27, Development and Peace Foundation, Bonn, p. 9.

¹⁶ Article 39: 1d-e, TFU.

conditions necessary for the competitiveness of the Union's industry.¹⁷ The objective for a "prudent and rational utilisation of natural resources" is part of the Environment chapter of the TFEU.¹⁸ Member states have been sensitive about their competences regarding energy, water and land resources. Through Article 192 TFEU, they have secured their national veto over EU measures on these resources and excluded decision-making powers of the European Parliament. Promoting energy efficiency, renewable energy and security of energy supply in the Union are objectives laid down in the chapter on energy.¹⁹ Furthermore, the general EU provision on the possibility of establishing principles and setting conditions for services of general economic interest, and to provide, commission or fund such services, may have relevance for natural resources as well.²⁰

The EU has the objective and the competence to protect the environment through the sustainable management of natural resources, to secure food and energy availability, and to secure its competitive position. Though, when it comes to real competence in the area of energy, land and water resources, national vetoes impede the swift adoption of new measures.²¹ Member States may still be willing to watch over the availability and sustainable use of these resources without common EU policies, but are probably be less concerned with cross-border effects. Below, we will first introduce the issue of resource scarcity in relation to overarching EU policies and subsequently look at more specific EU policy measures.

5.1 The link between resource scarcity and overarching EU strategies

In the Europe 2020 strategy, as proposed by the European Commission in March 2010, the issue of resource scarcity takes a prominent position.²² Pressure on natural resources is identified as one of the three long-term challenges confronting the EU, the others being globalisation and aging. One of the seven flagship initiatives is "Resource efficient Europe", which aims at decoupling economic growth from the availability of resources. The Commission's proposal reiterates the climate and renewable energy targets, which were implemented through legislation agreed upon in 2008. In the initiative reference is made to the broader issue of natural resource protection and Europe's dependency on raw materials from abroad, but these issues are not yet translated into indicators. Perhaps this is an issue that could be included in the June European Summit when the indicators will be on the agenda. In the framework of the Europe 2020 strategy, strategic initiatives will be developed through internal coordination, supported by inter-departmental working groups.

The EU Sustainable Development Strategy is another horizontal EU strategy, which was developed in 2001, renewed in 2006, reported on in 2007, and reviewed in 2009.²³ The SDS considers climate change and clean energy, sustainable transport, sustainable consumption and production and the conservation and management of natural resources as the key EU challenges. In December 2009 the European Council put forward that the SDS will continue to provide a long-term vision and constitute the overarching policy framework for all Union policies and strategies.²⁴

There have been ideas to merge the SDS strategy and the Lisbon Strategy into the new Europe 2020 Strategy, as it has always remained rather unclear how the two strategies were related and which of them would take precedence in case of conflicting objectives. This is problematic since both the SDS and the Lisbon Strategy were presented as 'cross-cutting' strategies. From this perspective it is noteworthy that the concepts of 'sustainability' and 'resource efficiency' take a prominent place in the EU 2020 strategy. At the same time, 'environmentalists' still seem to prefer a continuation of the SDS, which implies that the ambiguity between the two strategies, representing respectively the EU's economic and environmental agenda, is still unsolved. In the Commission Working Programme of 2010 a revision of the SDS is not foreseen. The Region of Flanders on behalf of the Belgian EU presidency will devote an event to the issue of sustainable development in October 2010.

The issue of resource scarcity, notably food scarcity, plays a role in the debate on the reform of the Common Agricultural Policy. Securing a sufficient supply of food for the European population was one of the main reasons why the CAP was created in the aftermath of the second world war. Today's debate on CAP reform focuses on phasing out subsidies, thereby decoupling subsidies and production, and shifting funds to rural development and nature conservation. The idea is to further liberalize the market and to provide more direct income support to farmers.²⁵

There are various linkages between the issue of resource scarcity and CAP reform. First of all, the CAP influences global food availability and food prices, as well as land use in third countries. These issues are discussed below in the section on the EU external policies. Secondly, agricultural production requires large amounts of water and minerals (i.e. fertilizers which include phosphate²⁶). This can pose a threat to

¹⁷ Article 173:1, TFEU.

¹⁸ Article 191:1, TFEU.

¹⁹ Article 192, TFEU.

²⁰ Article 14, TFEU.

²¹ L.G. Van Schaik, M.T.J. Kok, and A.C. Petersen (2009), Adapting EU governance for a more sustainable future – Background Paper to Getting into the right lane for 2050, Clingendael Institute and Netherlands Environmental Assessment Agency.

²² European Commission Communication, Europe 2020: A strategy for smart, sustainable and inclusive growth, COM(2010) 2020.

²³ Council of the European Union, Review of the EU Sustainable Development Strategy, No. 10917/06, 26 June 2006; Commission Staff Working Document, Progress Report on the European Union sustainable development strategy, COM(2007) 1416; European Commission Communication, Mainstreaming sustainable development into EU policies: 2009 Review of the European Union Strategy for Sustainable Development, COM(2009) 400.

²⁴ European Council Conclusions, Conclusions 10/11 December 2009, EUCO 6/09.

²⁵ A. Oskam, G. Meester, H. Silvis(ed.) (2010), EU policy for agriculture, food and rural areas, Wageningen Academic Publishers, available at www.wageningen-academic.com/eupolicy.

²⁶ Scarcity and transition – Research questions for future policy (2010), Report of an inter-ministerial project group on 'scarcity and transition' of the government of the Netherlands.

biodiversity, and may cause soil degradation jeopardising future food production. Phosphate availability is limited and is concentrated in very few countries, which may cause political tensions. Thirdly, agriculture is related to climate change, which changes the environmental circumstances for food production. Moreover, the production of biofuels, which is seen as an alternative to oil, is considered a competitor of food production.²⁷ Recently EU Environment Commissioner Potočník suggested that the EU should head to an integrated Common Agricultural and Environmental Policy, stressing the necessity of profoundly greening the CAP.²⁸ Further reform of the CAP in the direction of environmental objectives and the preservation of rural public goods has also been argued for in various studies.²⁹ Fourthly, although severe food shortages no longer exist within the EU, there still is a debate on availability and prices of food within the EU. A focus on food security and prices could be used to justify a continued focus on low-cost production of agricultural products within the EU. There are still large increases in resource efficiency in European agriculture. Notably in Central and Eastern Europe there is still scope for production increases.³⁰

In summary, the debate on CAP reform entails arguments of those focusing on the agricultural contribution of the farm sector and of those focusing on its environmental contribution. Proponents of the agricultural viewpoint argue for a continuation of product subsidies to inter alia ensure food security within Europe. Proponents of the environmental viewpoint prefer the CAP to subsidise rural and ecological services with a view to manage resources, such as water, land and minerals in a sustainable way. In addition, some call for an economic perspective with increased liberalisation, in order to improve the functioning of the food market.

The debate on CAP reform has recently intensified since the Commission is expected to submit its legislative proposals on the CAP post-2013 regime in the second half of 2010. In its Work Programme 2010, the Commission declared that 'a sustainable, productive and competitive agriculture can make an important contribution to the

Europe 2020 strategy, while guaranteeing food security'. Its proposals will be closely linked to the debate on the EU's budget, which will result in a proposal for a new Multiannual Financial Framework.³¹ A renewed CAP is due to enter into operation in 2014.

Attention for the issue of resource scarcity is also increasing in the EU's research policy agenda to which an ever-increasing share of the EU's budget is devoted (about one third). Most of the funds are disbursed through the 7th Framework Programme (FP 7). FP 7 runs from 2007 until 2013 with a budget of 7217€ million per annum, 50.521€ in total.³² Across all these themes, support for trans-national cooperation will be implemented through collaborative research, joint technology initiatives, coordination of non-community research programmes, and international cooperation. Research is inter alia conducted on the subjects of Food and Agriculture (1935€ million), Energy (2350€) and Environment (1890€). Regarding the activities under the heading of Environment special attention goes to climate change and the sustainable management of resources.³³ A specific FP 7 related initiative is the European Technology Platform on Sustainable Mineral Resources, which is a relatively small platform for cooperation and exchange of knowledge for the mineral industry.³⁴ Currently, the 8th FP is under preparation and will be launched in 2014. It has been stated that long-term trends deserve more attention in the EU's research and innovation policy.³⁵

Part of the EU's research policy is the joint programming in research. This means that the Member States will define common objectives and join forces for research and innovation on major challenges.³⁶ It could be argued that food safety, climate change and energy make a reasonable subject for joint programming in the light of the future scarcity-related challenges that surround them and their interlinkages.

It can be expected that management of natural resources will obtain a prominent place in the still to be developed 7th Environmental Action Programme (EAP), which provides the environmental policy frame. The 6th EAP was launched in 2002 and will be in place until 2012, and consists of thematic strategies which will be discussed in the next section. In relation to natural resources, the 6th EAP aims at increased resource efficiency and resource and waste management in order to

²⁷ A. Evans (2009), *The Feeding of the Nine Billion*, The Royal Institute of International Affairs Chatham House London, pp. 24-27.

²⁸ European Commissioner for Environment Janez Potočník, 'Can the CAP bring considerable benefits to our environment?', Speech on the 3rd Forum for the Future of Agriculture, Brussels March 16 2010. Last visited on April 2 2010 at <http://europa.eu/rapid/pressReleasesAction.do?reference=SPEECH/10/99&format=DOC&aged=0&language=EN&guiLanguage=en>. Euractiv, March 17 2010, 'Potočník calls for 'profound greening' of EU farm policies, last visited on March 29 2010 at <http://www.euractiv.com/en/cap/ffa-2010-news-348530>.

²⁹ T. Cooper, K. Hart, D. Baldock (2009), 'Provision of Public Goods through Agriculture in the European Union', Institute for European Environmental Policy, last visited on March 29 2010 at http://ec.europa.eu/agriculture/analysis/external/public-goods/report_en.pdf, pp. 14; J.-Ch. Bureau and L.-P. Mahé (2008), 'CAP Reform beyond 2013: An idea for a longer view', Notre Europe, last visited on March 29 2010 at http://www.notre-europe.eu/uploads/tx_publication/Etude64-CAP-Propositions-EN_01.pdf, pp. 13-14.

³⁰ Koning, N.B.J. et al. (2008), Long-term global availability of food: continued abundance or new scarcity? *NIAS Wageningen Journal of Life Sciences* 55 (3). - p. 229 - 292.

³¹ European Commission Communication, Commission Work Programme 2010 – Time to act, COM(2010) 135.

³² European Parliament and Council Decision, concerning the Seventh Framework Programme of the European Community for research, technological development and demonstration activities (2007-2013), No. 1982/2006/EC.

³³ European Parliament and Council Decision, concerning the Seventh Framework Programme of the European Community for research, technological development and demonstration activities (2007-2013), No. 1982/2006/EC, pp. 21.

³⁴ Last visited on April 8 at <http://www.etpsmr.org/>.

³⁵ Joint statement of 5 expert groups on research, development and innovation policy to the European Parliament on December 7 2009, last visited at April 8 2010 on www.suschem.org/media.php?mld=6649.

³⁶ European Commission Communication, Towards joint programming in research: working together to tackle common challenges more effectively, COM(2008) 468.

decouple resource use from economic growth.³⁷ A final assessment regarding progress made is expected in 2012. Proposals for the 7th EAP, which will run from 2012 to 2022, are expected in 2011.

Questions for discussion at the conference:

- How is resource scarcity related to the EU's economic growth agenda?
- What would be appropriate indicators for monitoring EU progress in becoming less dependent on scarce resources from abroad?
- In what way and to what extent are scarcity of water, minerals and food important considerations for the future of the CAP?
- How are measures to work towards a more sustainable use of natural resources linked to the EU's research and innovation agenda?
- Will a strengthened SDS and 7th EAP be required to further an issue, such as resource scarcity and to secure its environmental focus?

5.2 The link between resource scarcity and specific, thematic EU strategies

The Raw Materials Strategy was developed in the face of the increasing scarcity of minerals and aims at safeguarding their supply to the European market.³⁸ The raw materials strategy rests on three pillars, which are: undistorted access to raw materials on world markets, (which will be further discussed in the next chapter on the EU's external policy), supporting resource extraction within Europe, and reducing the EU's consumption of raw materials by increasing resource efficiency and recycling. A result of the initiative is the publication of a list of 39 critically scarce raw materials. The Commission is expected to report on the implementation of the raw materials initiative in May 2010. Moreover, in June 2010 the Spanish EU Presidency will organise the 'European Minerals Conference Madrid 2010', which will result in the 'Madrid Raw Materials Declaration 2010'.

Two thematic strategies of the Sustainable Development Strategy are specifically devoted to the issue of scarcity of natural resources: the thematic strategy on the sustainable use of natural resources and the strategy prevention and recycling of waste. Both strategies are also part of the 6th Environmental Action Programme.

The thematic strategy on the sustainable use of natural resources sets out an analytical framework with the goal to allow the environmental impact of resource use to be taken into account in EU policies.³⁹ The strategy is directed at improving resource productivity and reducing their environmental impact. Thus far studies were completed on the ecological footprint and on trade flows of natural resources; it lacks concrete measures to implement these objectives. In 2009 a preparatory study for the review of the thematic Strategy on the

Sustainable use of Natural Resources was launched. The final report is expected in August 2010.⁴⁰

The long-term thematic strategy on the prevention and recycling of waste is directed at the efficient and environmental friendly usage of resources.⁴¹ Recycled waste becomes a resource for industry and thereby indirectly reduces the need for natural resources. The directives in place⁴² mainly aim at a safe and environmental friendly waste management. The strategy aims at further developing existing legislation, improving the implementation of waste legislation, introducing the life-cycle mantra⁴³ into policy and business, and developing minimum recycling standards in the EU. The long-term goal of the thematic strategy is most relevant to natural resources, while it targets the recycling of more and better materials and the creation of compost and aims at energy recovery.

The Commission published an action plan on sustainable consumption and production in July 2008.⁴⁴ The action plan targets our production and consumption patterns to reduce global warming, pollution, material use, and the dependency on natural resources. The action plan is linked to other initiatives, such as the Environmental Technologies Action Plan and the Integrated Product Policy, and to the two thematic strategies on natural resources and environmental protection set out above.⁴⁵

A phenomenon that has increasingly received attention within the Southern EU member states is the issue of water scarcity. The Water Framework Directive (WFD) of 2000 aims at clean surface water and groundwater in the EU through environmental measures and a water price policy.⁴⁶ The monitoring of the directive has a six year cycle. More specifically, the Commission addressed the issue of water scarcity in a Communication of 2007.⁴⁷ In 2009, water scarcity remained on the EU agenda while one of the sectoral papers of the white paper 'Adapting to climate change: Towards a European framework for action',⁴⁸ addressed the issue of water scarcity and climate change more in

⁴⁰ Information on the study available at <http://www.eu-smr.eu/tssrm/>.

⁴¹ European Commission Communication, Thematic Strategy on the prevention and recycling of waste, COM(2005) 666.

⁴² Such as the Waste Framework Directive, the Hazardous Waste Directive, and the Landfill and Incineration Directives.

⁴³ The International Reference Life Cycle Data System Handbook will be launched by the European Commission on March 12 2010

⁴⁴ European Commission Communication, Sustainable Consumption and Production and Sustainable Industrial Policy Action Plan, COM(2008) 397.

⁴⁵ The strategy on natural resources and on the prevention and recycling of waste are adopted following the provisions of the 6th Environmental Action Programme. Decision No. 1600/2002/EC of the European Parliament and the Council, Sixth Community Environment Action Programme.

⁴⁶ Water Framework Directive, Directive of the European Parliament and the EU Council, 2000/60/EC.

⁴⁷ European Commission Communication, Addressing the challenge of water scarcity and droughts in the European Union, COM(2007) 414.

⁴⁸ European Commission Staff Working Paper, Adapting to climate change: Towards a European framework for action, COM(2009) 386, European Commission Staff Working Document, Climate Change and Water, Coasts and Marine Issues, SEC(2009) 386.

³⁷ European Parliament and Council Decision, laying down the Sixth Environment Action Programme, No. 1600/2002/EC.

³⁸ European Commission Communication, The raw materials initiative – meeting our critical needs for growth and jobs in Europe, COM(2008) 699.

³⁹ European Commission Communication, Thematic Strategy on the sustainable use of natural resources, COM(2005) 670.

depth. The White Paper stipulates that the Commission will conduct annual European assessments of water scarcity and droughts and will review the strategy in 2012. The issue of water scarcity and global water policy will be discussed in September 2010 during the World Water Week in Stockholm.

The European energy policy is developed to increase security of supply, to ensure the competitiveness of European economies and the availability of energy at affordable prices and to promote environmental sustainability and combat climate change. The EU summit of March 2007 addressed energy policy and climate change and set the so-called triple 20 targets: a 20 % reduction of greenhouse gases, a 20% share of renewable energy and a 20% increase of energy efficiency in 2020. The conclusions of the Summit featured an Energy Policy for Europe.⁴⁹ In 2008 the Commission developed the issue of energy security in a strategic review.⁵⁰ Overall the EU's energy security policy has three main underlying objectives: sustainability, competitiveness and security of supply. The more detailed objectives of the EU energy policy are diversifying energy sources, further developing the energy network and improving resource distribution.

In 2008, new legislation to reduce greenhouse gas emissions and promote renewable energy was proposed and agreed upon. The so-called Climate Action and Renewable Energy package, included various measures which together will reduce emissions by 20% compared to 1990 levels and will increase the renewable energy share to 20% in 2020. The most significant measures are: i) a revised version of the emissions trade scheme that sets emission ceilings for about 40 percent of EU emissions which stem from large industry⁵¹; ii) an effort-sharing decision that sets greenhouse gas emission reduction targets per Member State for the remaining sectors⁵² (i.e. not covered by the ETS) and iii) a renewable energy directive that sets legally binding national renewable energy targets.⁵³

The renewable energy directive includes a 10% target for biofuels in the energy mix and guidelines for their sustainable production. A trading mechanism is established in which countries can sell their renewable energy to other countries in case they overachieve their target. Countries with intensive subsidy programmes for renewable energy can prohibit this. The fact that various national subsidy schemes are in place complicates the establishment of an equal level

playing field for renewable energy production.⁵⁴ On the basis of the current EU budget a common European subsidy scheme seems too costly, although the EU through its Strategic Energy Technology Plan already supports some activities.⁵⁵ A tax on fossil fuels is an alternative, but politically it may be very difficult to agree upon, given the consensus requirement for European taxes, vested interests and since this could be considered an open acknowledgement that the ETS is not effective enough.

Energy efficiency is often referred to as the forgotten objective of the EU's energy policy. In the context of the 'Resource Efficient Europe' flagship initiative of the Europe 2020 strategy, the Commission has indicated that it will define the key actions necessary to achieve the energy saving potential of 20%. A Revised Energy Efficiency Action Plan and an Energy Action Plan 2011-2020 are major proposals in preparation for which initiating communications are expected in the end of 2010. In addition, a White Paper on the future of transport will be decided on. The Commission will moreover stipulate a roadmap to set out a coherent framework of policies and actions to ensure a resource efficient and low carbon Europe in 2020.⁵⁶

Questions for discussion at the conference:

- Should the raw materials strategy and strategy on natural resources remain separate or become integrated? On what aspects do they cover different issue and on what aspects do they overlap and are possibly in conflict?
- What is the (possible) contribution of mining, recycling and product substitution to decreasing the EU's dependency on natural resources from abroad?
- Should the EU develop a more elaborate water scarcity policy?
- Should the EU have a more elaborate renewable energy policy?
- What options exist to increase energy efficiency and should they be promoted by new European initiatives?

6. The role of the EU in addressing the issue of resource scarcity at the international level

EU policies and the EU's external action have implications for, and have the opportunity to influence the international debate on resource scarcity and in stimulating the global transition to more sustainable economy. s. Currently, the system of EU external relations is undergoing a major reform with the implementation of the new provisions of the Lisbon Treaty. This may provide opportunities to increase the attention for resource scarcity in the EU's geopolitical positioning and the efforts it invests in promoting a sustainable

⁴⁹ Council of the European Union Conclusions, Presidency Conclusions of the Brussels European council of 8/9 March, 7224/1/07, pp.10-23.

⁵⁰ European Commission Communication, Second Strategic Review; an EU energy security and solidarity action plan, COM(2008) 281.

⁵¹ Directive of the European Parliament and of the Council, to improve and extend the greenhouse gas emission allowance trading scheme of the Community, 2009/28/EC.

⁵² Decision of the European Parliament and the Council, on the effort of Member States to reduce their greenhouse gas emissions to meet the Community's greenhouse gas emission reduction commitments up to 2020, 2009/27/EC.

⁵³ Directive of the European Parliament and the Council, on the promotion of the use of energy from renewable sources and amending and subsequently repealing Directives 2001/77/EC and 2003/30/EC, 2009/28/EC.

⁵⁴ J. de Jong and L. van Schaik (2009), EU Renewable Energy Policies: What can be done nationally, what should be done supranationally?, The Hague: Clingendael Institute.

⁵⁵ European Commission Communication, Investing in the Development of Low Carbon Technologies (SET- Plan), COM(2009) 519 final.

⁵⁶ European Commission Communication, Commission Work Programme 2010 – Time to act, COM(2010) 135, pp. 15.

management of natural resources at the international level. More specifically, the question is whether and how scarcity considerations will be incorporated in the tasks and remit of the new EU foreign policy actors: the High Representative of the Union for Foreign Affairs and Security Policy, who is also Vice-President in the European Commission and chair of the foreign affairs Council (HR/VP); and the yet to be established European External Action Service (EEAS), that will be composed of civil servants from the EU institutions and the Member States, and will support the HR/VP.

The issue of energy, climate change and the competition for natural resources was referred to in a recent speech by the HR/VP Catherine Ashton. She emphasised the need for a grand EU foreign policy strategy to inter alia secure the supply of energy and other vital natural resources and a sustainable environment in the face of an increasingly multi-polar world.⁵⁷ It is not yet clear to what extent the EEAS will obtain competence and capacity on the issue of resource scarcity. In a proposal of the HR/VP that was presented in March 2010, the EEAS is proposed to develop “geographical desks” covering all the countries of the world, and “thematic desks”, as well as units responsible for multilateral issues.⁵⁸ This implies that the role of the EEAS with regard to the issue of resource scarcity depends on whether it will be included in the tasks of these desks and/or whether a specific thematic desk would be devoted to the issue. A non-paper of the European Parliament stipulates that the EEAS should include competences on “environment – through contribution to the development of international measures for sustainable management of global resources.”⁵⁹ Attention for the issue may thus become a task of the EEAS. Its work in the field of early warning may also be strengthened through the inclusion of expertise on resource scarcity, because it can be contributing factor to political tensions and conflicts. The necessity of devoting more attention to resource scarcity has already been underlined in EU foreign policy documents and is starting to be incorporated in external relations instruments. Though these developments are still at an early stage.

The European Security Strategy (ESS) was developed in 2003 and reported on in 2008.⁶⁰ In the introduction of the ESS, water scarcity is referred to as a factor that ‘is likely to create further turbulence and migratory movement in various regions’. Moreover, energy dependence is highlighted as a European security issue. The ESS implementation report of 2008 puts forward energy security and climate change as security threats. In the section on the security and development nexus, the report argues that the increasing tensions over water and raw materials require multilateral solutions. EU action should be aim

at preventing threats from becoming sources of conflict. In a resolution of the European Parliament on the ESS energy scarcity was mentioned as a key topic.⁶¹ Once the decision on the set-up of the EEAS is taken, the new HR/VP may propose a revision of the ESS.

The external dimension of the debate on resource scarcity is also present in the Europe 2020 Strategy and Sustainable Development Strategy. The Europe 2020 Strategy has the objective to increase the EU’s competitiveness position, amongst others by strengthening its leadership in the market for green technologies and by becoming more resource efficient. This objective should also reduce the EU’s dependency on the import of raw materials and other commodities.⁶² This line of reasoning builds upon earlier initiatives, notably those formulated in the Communication on the Raw Materials Initiative⁶³ and the External Dimension of the Lisbon Strategy.⁶⁴

The EU has an exclusive competence to conduct a common external trade policy.⁶⁵ According to article 206 of the TFEU the EU has the objective of contributing to ‘the harmonious development of world trade’ and ‘the progressive abolition of restrictions on international trade’. This is the legal basis of the EU for its efforts against restrictions of trade in raw materials. Because of increasing restrictions on the free trade of raw materials, it is currently a key issue for DG Trade. The ‘Raw Materials Initiative’ of 2008 includes a ‘raw material diplomacy’.⁶⁶ The objectives are to reinforce dialogue with resource-rich countries (in Africa, Russia and China), to identify common interests with other resource-dependent countries (Japan and the United States), and to promote enhanced international cooperation in global fora such as the G20, OECD, UNCTAD, UNEP and the World Bank. Moreover, the raw materials initiative targets the global regulatory framework by stating that the EU should promote new rules on sustainable access to raw materials, include rules on export restrictions in all bilateral negotiations, and ensure compliance with international commitments, bilaterally and in the WTO. In this regard the EU acted by requesting a WTO panel on Chinese export restrictions on raw materials.⁶⁷

⁵⁷ Speech by Catherine Ashton at the Munich Security Conference on February 6 2010. Last visited on April 1 2010 at http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/EN/foraff/112774.pdf.

⁵⁸ Proposal for a Council decision establishing the organisation and functioning of the European External Action Service, 25 March 2010; Bulletin Quotidien Europe 10106, 23 March 2010.

⁵⁹ G. Verhofstadt and E. Brok (2010), Non-paper EEAS, 18 March 2010.

⁶⁰ European Security Strategy, A Secure Europe in a Better World (Brussels, December 12 2003). Report on the Implementation of the European Security Strategy (Brussels, December 11 2008).

⁶¹ European Parliament Resolution, On the implementation of the European Security Strategy and the Common Security and Defence Policy, 2009/2198(INI).

⁶² European Commission Communication, Europe 2020: A strategy for smart, sustainable and inclusive growth, COM(2010) 2020.

⁶³ European Commission Communication, The raw materials initiative – meeting our critical needs for growth and jobs in Europe, COM(2008) 699.

⁶⁴ European Commission Communication on The External Dimension of the Lisbon Strategy for Growth and Jobs: Reporting on market access and setting the framework for more effective international regulatory cooperation, COM (2008) 874 final.

⁶⁵ Art. 3 (e) TFEU.

⁶⁶ European Commission Communication, The raw materials initiative – meeting our critical needs for growth and jobs in Europe, COM(2008) 699.

⁶⁷ Press release ‘EU requests WTO panel on Chinese export restrictions on raw materials’, November 4 2009, last visited on April 17 2010 on <http://trade.ec.europa.eu/doclib/press/index.cfm?id=481>.

The SDS is not only considered to provide an environmental direction to all EU policies, but also specifically aims at integrating environmental concerns into development cooperation and other external policies. The SDS reiterates the importance the EU attaches to the Millennium Development Goals. MDG 7 targeted at ensuring environmental sustainability, which is often referred to as the forgotten MDG. It is difficult for developing countries to obtain ownership over the EU's sustainable development agenda, as they consider it primarily an environmental agenda, whereas their own priorities lay elsewhere. The issue of resource scarcity complicates the matter of ownership, while developing countries are suspicious about the EU's interest of securing access to their raw materials. The economic interest - which is present - hampers the EU's capacity to argue that it opposes unsustainable extraction. Another complicating factor is that the Chinese in their assistance to for instance Africa are less strict about environmental standards.

The EU has as the objective to ensure that the external impacts of its domestic policies do not undermine its development cooperation objectives (cf. Article 208, TFEU). In November 2009 seven so-called policy coherence for development (PCD) priority areas were adopted by the Council; one of them is climate change in relation to promoting renewable energy and the protection of biodiversity; and another is ensuring global food security. A PCD Work Programme, developed by the European Commission, is expected in April 2010.

In 2008 the EU acknowledged in a joint paper of the High Representative and the European Commission that the effects of climate change, such as desertification, may lead to armed conflicts about scarce resources (e.g. water). This in turn may result in "climate refugees" seeking new homes, which could destabilise entire regions of the world. Climate change was identified as a security "threat multiplier".⁶⁸ While first indications of such problems already exist, they are essentially potential future threats. In December 2009, the Council devoted specific Council Conclusions to the issues in which it emphasised the need to increase the EU's energy security position and to hone and sharpen the EU's crisis management capabilities relevant to the issue of climate change and international security.⁶⁹

The rising food prices in 2007 and 2008, and the food riots they caused in developing countries, have resulted in the return of food security on the European agenda. A European Parliament Resolution on Common Agricultural Policy and Global Food Security puts forward that the CAP should take a central position in targeting global food security.⁷⁰ The European Parliament suggests that the CAP should be transformed to meet global food-security concerns. In addition, the Parliament and the Council adopted a Food Facility for developing

countries to help them in their response to volatile food prices.⁷¹ It is directed towards strengthening the productive capacities and the governance of the agricultural sector. The amount of resources available is 1 billion Euros. In May 2009 the first contribution agreements of the Food Facility were signed.⁷²

Just recently, in March 2010, the European Commission presented a new strategic framework to help developing countries face the problem of food security whether this is in emergency situations or long term.⁷³ The aim is to make progress in the achievement of the MDGs that are associated with the eradication of poverty and hunger. The Commission is advising on a sustainable agricultural model that respects the environment, which is adapted to the reality of developing countries and their markets. It is acknowledged that hunger and malnutrition have gained ground worldwide over the last few years, endangering human development as well as social and political stability. In the coming months, the European Commission is expected to still present a generic communication on the EU's contribution to achieve the MDGs. In this respect, it may be relevant to acknowledge to a larger extent the need to address the driving factors behind the rise in food prices in 2007 and 2008, such as the high oil price, which increased the costs of agricultural production, fertilizers and transport.

In addition, there are a number of specific EU policies, or international agreements to which the EU is firmly committed that are related to resources that are already scarce or could become scarce in the future, such as water, wood⁷⁴, diamonds, energy, arable land, etc.

Questions for discussion at the conference:

- Should analysis of resource scarcity in relationship to (potential) conflicts be included in EU security assessments?
- Should the EEAS obtain a role in promoting the issue a sustainable management of natural resources abroad? Should it obtain final or co-responsibility over this issue? Should a thematic desk be devoted to it?
- What can the EU do to secure access to raw materials? Would there possibly be a role for trade instruments or intensified political dialogue?
- Are external implications of the Common Agricultural Policy for international food security sufficiently understood and taken into account in the debate on CAP reform?
- How could resource scarcity be integrated in EU development cooperation, notably in the debate on the MDGs?

⁶⁸ Climate Change and International Security, Paper from the High Representative and the European Commission to the European Council, S113/08, Brussels, 14 March 2008.

⁶⁹ Council conclusions on Climate Change and security, 2985th Foreign Affairs Council meeting, Brussels, 8 December 2009.

⁷⁰ European Parliament Resolution, The Common Agricultural Policy and Global Food Security, 2008/2153(INI).

⁷¹ Regulation of the European Parliament and the Council, Establishing a facility for rapid response to soaring food prices in developing countries, No. 1337/2008, OJ. L 354, 31.12.2008.

⁷² 'EU € 1 billion "Food Facility": Commission signs the first contribution agreements with UN partner agencies', May 15 2009, Brussels, IP/09/797.

⁷³ European Commission Communication, An EU policy framework to assist developing countries in addressing food security challenges, COM (2010) 127 final.

⁷⁴ For instance the Action Plan for Forest Law Enforcement, Governance and Trade (FLEGT) and proposals to combat deforestation and illegal logging in the context of the EU's biodiversity policy and the international climate negotiations.

Annex I – Upcoming events on scarcity of natural resources and EU policies

Date	Venue	Organiser	Event & theme
10-11 May 2010	Brussels	European Union	European Foreign Affairs Council on Development
26-27 May 2010	Paris	OECD	OECD Forum 2010 'Road to Recovery: Innovation, Jobs & Clean Growth'
1-4 June 2010	Brussels	European Commission	Greenweek: Conference focus on Biodiversity, Climate Change and Sustainable Growth
16-18 June 2010	Madrid	Spanish Presidency	European Minerals Conference Madrid 2010
12-13 July 2010	Brussels	Belgian EU Presidency	Informal Environment Council on the sustainable use of materials
5-11 September 2010	Stockholm	Stockholm International Water Institute	World Water Week 'The Water Quality Challenge – Prevention, Wise Use and Abatement'
20-22 September 2010	New York	UN	Millennium Development Goals Summit. Launch of the Millennium Development Report "Keeping the Promise" in June.
11-13 October 2010	Ostend	Belgian Presidency/ Region of Flanders	Regions and Sustainable Development
14-16 October 2010	Bruges	EEAC/Walloon Council for Sustainable Development/ Belgian Federal Council for Sustainable Development	European Environment and Sustainable Development Advisory Councils (EEAC) Annual Conference titled 'Sustainable land use'
22 December 2010	Brussels	EU	Council Meeting Environment