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Berlin, August 20, 2013

Dear Ambassador Marinaki, *dear Maria,*

Referring to our previous discussions, enclosed please find an advance copy of a joint letter by Minister Dr. Westerwelle and his Italian and Dutch colleagues to the High Representative Baroness Catherine Ashton. It proposes the development of a preventive EU foreign policy on global issues.

The idea clearly is to complement and support the Comprehensive Approach. Thus, we hope to help provide the Common Foreign and Security Policy with even more forward-looking and holistic means to tackle conflicts potentially arising from global issues in an early, comprehensive and constructive manner. We look forward to discussing the proposal at the earliest convenience and to working with you on bringing it to fruition.

Yours sincerely,

Elbling



Auswärtiges Amt



Ministerie van Buitenlandse Zaken



Il Ministro degli Affari Esteri

Her Excellency  
Baroness Catherine Ashton  
High Representative  
Vice-President of the European Commission  
Brussels

August 2013

Dear Vice-President and High Representative, dear colleague,

We have discussed global issues such as energy, climate and water diplomacy intensively at some of this year's Foreign Affairs Council meetings. Germany, Italy and the Netherlands welcome this new focus of our work and congratulate you on the excellent preparation of our discussions.

In our view, global issues are a key part of a modern foreign policy agenda. Climate change and scarcity of resources such as energy or water are threat multipliers and have the potential to exacerbate conflict situations.

This is why we would like to propose to you that a preventive EU foreign policy on global issues be developed. This could be done in the context of your work with the Commission on a Comprehensive Approach.

Enclosed we send you a non paper explaining our initiative. We suggest a discussion on this important issue at one of our next meetings.

Yours sincerely,

**Guido Westerwelle**  
Federal Minister for  
Foreign Affairs, Germany

**Frans Timmermans**  
Minister of Foreign  
Affairs, The Netherlands

**Emma Bonino**  
Minister of Foreign  
Affairs, Italy

Non Paper

By Germany, Italy and the Netherlands

Developing a preventive EU foreign policy in global issues

I. Summary of the proposal

This non-paper proposes to develop a preventive EU foreign policy in global issues. Its background is the growing risk that factors such as climate change, competition for scarce resources, demographic pressures and others exert stresses on vulnerable countries and regions, thus increasing the incidence of conflicts and crises.

The EU, together with member states, is particularly committed to addressing adverse effects of globalization and resource scarcities and is the foremost donor of development assistance. The Foreign Affairs Council (FAC) has repeatedly addressed selected areas of global issues, such as climate change, energy security or water diplomacy. The EEAS has set up and chairs a Global Issues Strategy Group (GISG) of Director Generals of the 27 member States and the Commission. This group is well positioned to pool analytical capabilities of the EU and member states to develop a comprehensive EU policy on global issues.

The Foreign Affairs Council could invite the High Representative and the Commission to prepare a joint Communication on a Preventive Foreign Policy in Global Issues. The Communication would complement work on a comprehensive approach to Crisis Management the EEAS and the Commission are currently pursuing. The Communication would strive to address possible root causes of future crisis related to global issues and address them through a long-term approach based on diplomacy and development cooperation. For this it would develop both global and localized approaches.

II. Background

The challenges posed by global issues

- 1.) Economic development and growing populations in different parts of the world are pushing against the global boundaries of limited resources. Demand for many resources is on the rise. These include the fossil fuels and raw materials needed for industrial production, but also the land and water that are required to meet even basic human needs.

Climate change is a defining global challenge which, if not duly and urgently controlled, will put at risk the environment and world economic prosperity, development and, more



broadly, stability and security. Low carbon and resource efficient development, and thereby limiting global temperature increases to less than 2°C, is critical.

Water is likely to become one of the most contested resources in the future. Tension and conflicts over access to water are likely to increase and may endanger stability and security in many regions, including the EU itself and many countries important to the EU. There are two key concerns for the EU Water Diplomacy: transboundary management of on-going changes (such as climate-change) and the challenge to reconcile competing ways of using water resources (e.g. agriculture, food production, industrial projects, energy, drinking water, sanitation).

- 2.) For both international peace and prosperity it is important that raw materials and energy resources remain tradable and continue to be freely exchanged on markets. WTO rules provide a basis for this. There remains a concern, however, that states or companies could seek exclusive access by ring-fencing repositories of resources.

In addition, market-based exchange does not resolve the issue of providing for economically disadvantaged populations. Water and food are painfully scarce for large parts of mankind. Climate change is likely to exacerbate this situation. The import needs of developing countries are likely to increase with population growth and with possible changes in weather patterns, and the more so if the scope for improving agricultural efficiency is not fully used. With growing global demand for agricultural products, especially meat and dairy products, the market price of basic nutrition is likely to rise.

- 3.) Common Foreign and Security Policy is frequently faced with open crises. The vast majority of them erupt in countries that are characterized not only by fragile state structures and insufficiently integrated societies but also by strong economic constraints, one-sided economies, weak growth and unequal distribution of wealth. Containing and resolving crises, once they have erupted, is difficult and it absorbs vast human and financial resources. Very often, it is connected with considerable physical risks. Thus, a forward-looking security policy should emphasize the preventive approach of the EU's external action and use every opportunity to reduce the incidence of crises.

#### Awareness and Recognition

- 4.) Climate change is widely recognized as an international security problem. Increasingly, it is seen in connection with other aspects of scarcities such as water and food:

In December 2008, the FAC received a progress report by the High Representative and the Commission on climate change and international security.

In June 2011, the UN Security Council, presided by Germany, agreed a statement on security and climate change. It held a new debate on the issue on February 2013 in Arria format, co-hosted by the UK and Pakistan.

The FAC addressed climate and security in July 2011.