

The Importance of Integrating Environmental Security to Human Security Based Policy in Managing Humanitarian Crisis: The Case of the Lake Chad Basin

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ABSTRAK

Krisis kemanusiaan adalah masalah yang sangat penting dalam hubungan internasional saat ini yang dapat mengancam keamanan. Krisis kemanusiaan dapat disebabkan oleh berbagai faktor, dapat disebabkan oleh aktivitas manusia dan faktor-faktor lingkungan. Hal inilah yang menyebabkan adanya perubahan ide bahwa ancaman hanyalah bersifat state-related, tetapi dapat pula langsung mengancam manusia. Artikel ini berargumen bahwa untuk menangani masalah tersebut, maka terdapat kebutuhan untuk mengganti perspektif yang memandang keamanan hanya dari sisi tradisional (state-centric) ke non-tradisional (people-centred) untuk membentuk kebijakan yang efektif. Artikel ini juga berargumen bahwa keamanan lingkungan adalah bagian dari keamanan manusia, keduanya memiliki hubungan yang erat antara aksi dan reaksi. Kasus Danau Chad menunjukkan bahwa terdapat ancaman terhadap keamanan manusia dari lingkungan, maupun itu berasal dari krisis air di danau maupun akibat dari perubahan iklim.

Kata kunci: *krisis kemanusiaan, ancaman, manusia, lingkungan, keamanan, kebijakan*

ABSTRACT

Humanitarian crisis is one of the critical problems in international relations which threaten the security. Humanitarian crisis could be caused by many factors, either originated by human activities or environmental degradations. It changed the idea that threat could only be state related, but it could also directly be impacting the people. This article argues that in order to manage this problem, there is the need to shift the perspective in seeing security from traditional (state-centric) to non-traditional (people-centred) to build effective policy. It also argues that environmental security is a part of human security, both have close linkage of action and reaction. The case in the Lake Chad Basin shows that there is a threat to human security from the environment, either it is coming from the water crisis in the lake and the impact of climate change.

Keywords: *humanitarian crisis, threat, human, environment, security, policy*

Introduction

Humanitarian crisis can be the result of environmental disaster, and humanitarian crisis could bring negative impacts to environment if it is not managed adequately and effectively (UNEP, p. 1). There are two problems in this idea, first, even though for these two decades, the the 1994 Human Development Report (HDR) has become the environmental pillars, it also fared the debate on the policy and practice of the linkage between environment and human security. Moreover, the United Nations (UN) reports for these past 20 years had overlapping focus of making human security as the centre of the policy instead of national security (Elliot, 2015). Hence, it created the second problem, the focus of the policy tends to shift from what it is supposed to be "people centred" into "state centred" policy. Consequently, it is crucial to make clear position on how environmental and human security could be integrated as well as to refocusing into people-centred policy. This article offers the analysis of the humanitarian crisis in the Lake Chad Basin as the platform to understand the importance to reclaim environmental security back to its root in human security and put "human" as the centre of the policy as it is expected in the 1994 HDR.

Humanitarian crisis in the Lake Chad Basin is a complex matter. It is a combination of violence conflicts, environmental pressures and decades of poverty and underdevelopment. In August 2017, there were 30 violence incidents which reached the highest level since January 2016. It was followed by the increasing number of displacement; 1.62 million internally displaced persons (IDPs) in Adamawa, Borno, and Yobe, 127,299 in Niger, 237,967 IDPs in Cameroon, 118,804 IDPs in Chad, and 205, 995 Nigerian refugees in Cameroon, Chad, and Niger (OCHA, 2017; USAID, 2017). This rising number of displacement need more humanitarian assistance from any organizations involved, but the escalating violence led by Boko Haram created a hard path for humanitarian organizations to give proper assistance. Boko Haram is also taking advantage of the environmental problems, to recruit children and young people as soldiers for their movement (Doukhan, 2017).

Humanitarian crisis in Lake Chad Basin began way before the Boko Haram exist in the region. The problem was worsening due to the shrinking water of the Lake Chad Basin which was vital for the livelihood of 50 million inhabitants from four different countries around the lake; Chad, Cameroon, Niger and Nigeria (WFP, 2016). The ecological crisis both naturally and man made has made this lake shrinking significantly every year, started from 25,000 km² in 1963 to 2,500 km² in 2017 (UNFPA, 2017). Meanwhile, it has been the centre of social and economic activities of many indigenous people around the lake, it provides freshwater and living for wetland biodiversity. Hence, it has been affecting the dynamic of people's livelihood in the area because of the high dependent of the lake and its biodiversity. This article will examine on how environmental problems in the Lake Chad Basin contribute to the humanitarian crisis in the area. It will lead to the question of why environmental and human security should be integrated in a "people-centred" policy.

Expanding the Perspective of “Security”

The Shift into Human Security from State Security

This section will explain the need to shift from traditional security (state-centric) into non-traditional security (people-centred) policy. Humanitarian crisis should be seen from the human security perspective which is people-centred, because the problems become the threat to the people directly. Thus the policy need to be focused on the people or society not only state oriented. This article argues that the development of issues and problems in international relations is followed by the expansion of threats from traditional to non-traditional security. The second, to review the position of environmental security to human security. The position of environmental security in the United Nations (UN) reports and documents are somehow vague, whether there is a relation between environmental and human security. This article argues that the impacts from many cases of environmental crisis in the world have shown the linkage between the environment and human.

Based on the emerging consensus on what security study entails, security studies is related to “threats to survival” (Collins, 2017, p. 2). The notion of “security” in International Relations is often be described as a traditional security matter. Its highest priority is the state as the central actor in international relations. State security is a complex and often two ways, because it concerns both external and internal threats. External threats are coming from other states or international actors such as terrorist. State also has to defend its security against internal threats to its “national character, rule, or territorial and demographic identity” (Morgan, 2007, pp. 14-15).

The existence of “threat” in security approach is a vital prerequisite. To consider an issue as a security issue, there must be a “threat” to the security itself. The problem of human security is to justify that there is a real threat to human besides from interstate war. The end of the Cold War provided an opening to shift the security thinking from traditional state-centric like interstate war as the cause of mass death and crisis in the world to the threat from natural disaster, climate change, poverty, disease, small arms, and civil conflict (Liotta & Owen, 2006, p. 52). The expansions of threats in international relations today has given a platform to human security, because focusing only to “state” as the centre will not secure the “people” from these threats. Therefore, the UN is developing the programs to put the great emphasis into “people-centred” security.

The effort to change the perspective of traditional security which is state-centric into people-centred approach started with the view of a development economist who dissatisfied with the orthodox view of economic growth to rate the development, instead he believes that human development should be the centre of it (Acharya, 2011, p. 480). Mahabub ul Haq then conceptualized the UNDP’s Human Development Report of 1994. Nevertheless, the genealogy of human security can be found way before 1994 HDR. *Our Common Future* report of the World Commission on Environment and Development in 1987, stated that “a comprehensive approach to international and national security must transcend the traditional emphasis on military power and armed competition.” (World Commission on Environment and Development (WCED), 1987, p. 290). It highlighted the importance of non-traditional security in the policy making.

Furthermore, it also can be seen in the Brandt Commission, North-South: A Programme for Survival published in 1980 and Common Crisis (1983) (Elliot, 2015).

The development of human security as a critical focus in the UN projects continued since 1994. At the 2000 Millennium Summit, the UN Secretary-General's call for a world 'free from want' and 'free from fear' has led into the formation of the Commission on Human Security (CHS) in January 2001. The main objectives of the Commission are:

... promote public understanding, engagement and support of human security and its underlying imperatives; develop the concept of human security as an operational tool for policy formulation and implementation; propose a concrete program of action to address critical and pervasive threats to human security. (Hussein, Gnisci, & Wanjiru, 2004, p. 42).

There are two approaches of the human security in the UN perspective. The broad approach is originated from the concept of "freedom from want" and "freedom from fear" concept as the narrow approach. Based on freedom from want, the 1994 HDR of UNDP proposed seven areas of the scope of human security, which consist of community, economic, environmental¹, food, health, personal, and political security. The core of this approach lies in the words of the CHS on its report with the title *Human Security Now*:

...to protect the vital core of all human lives in ways that enhance human freedoms and human fulfilment. Human security means protecting fundamental freedoms – freedoms that are the essence of life. It means protecting people from critical (severe) and pervasive (widespread) threats and situations. It means using processes that build on people's strengths and aspirations. It means creating political, social, **environmental**, economic, military and cultural systems that **together** give people the building blocks of survival, livelihood and dignity. (CHS, 2003, p. 4)

It emphasized 'the protection of the vital core of the individual from grave and widespread threats'. This approach brought new considerations to security discourse, "development" or "humanitarian" (Liotta & Owen, 2006, p. 42). It offered the new opportunities to build new integrated system which can relate these non traditional threats to protect the people through development.

The narrow approach or also known as the "Canadian Approach" is focusing on the "violent threat" as an instrument of the policy. The clear definition of this approach adopted by the Canadian Government can be seen as it was quoted by Liotta and Owen (2006) from the Human Security Centre:

Since the end of the Cold War, armed conflicts have increasingly taken place within, and not between, states. National security remains important, but in a world in which war between states is the rare exception, and many more people are killed by their own governments

¹ Environment is one of human security concept that will be further discussed to understand the linkage between environmental and human security.

than by foreign armies, the concept of 'human security' has been gaining greater recognition.

Unlike traditional concepts of security, which focus on defending borders from external military threats, human security is concerned with the security of individuals.

For some proponents of human security, the key threat is violence; for others the threat agenda is much broader, embracing hunger, disease and natural disasters. Largely for pragmatic reasons, the Human Security Centre has adopted the narrower concept of human security that focuses on protecting individuals and communities from violence. (pp. 42-43)

The narrow approach of human security stresses on the immediate need for intervention capability to prevent and protect individuals and societies from violence instead of building a long-term strategic planning for secure and sustainable development. For instance, security from the extremist violence attack.

Nonetheless, the broad and narrow approach should be both become the focus of human security, because the primary objective of security is indeed "to protect". Hence, it is crucial that we can ensure the safety of the people not only from nuclear or interstate war, but also protecting and preventing the threats such as terrorism, natural disaster, civil conflicts, disease, and starvation (Liotta & Owen, 2006, p. 52). As the CHS also argued, there are two sets of dynamics that lead to the need of a new paradigm of security:

First, human security is needed in response **to the complexity and the interrelatedness of both old and new security threats** – from chronic and persistent poverty to ethnic violence, human trafficking, climate change, health pandemics, international terrorism, and sudden economic and financial downturns. Such threats tend to acquire transnational dimensions and move beyond traditional notions of security that focus on external military aggressions alone.

Second, human security is required as a comprehensive approach that utilizes the wide range of **new opportunities to tackle such threats** in an integrated manner. Human security threats cannot be tackled through conventional mechanisms alone. Instead, they require a new consensus that acknowledges the linkages and the interdependencies between development, human rights and national security. (United Nations Trust Fund for Human Security, 2009, p. 5)

The CHS arguments explained that there are new threats to security that could be related to traditional security. The scope of these threats can go beyond traditional security and transnational dimensions. Therefore, human security is needed because it could give a platform to utilise new mechanism (policy system) that can correlate the 'the interdependencies between development, human rights and national security.'

Environmental Security or Human Security?

The proposition of the connection between environmental and human security can be traced back before the 1994 Human Development Report (HDR). Boutros Boutros-Ghali, the UN Secretary-General, released the 1992 Agenda for Peace, which identified "ecological damage as a new risk for stability" (United Nations Secretary General, 1992, p. 5). This document also explained that the bigger threat to an exposed population could be from the depletion of ozone layer instead of from a hostile army (p. 5). Furthermore, the impacts of drought and disease could be as devastating as the weapons of war (p. 3). In the same year, a Communiqué from the first UN Security Council Summit of Heads of State and Government acknowledged that "non-military forms of instability in ... the ecological field have become threats to peace and security" (United Nations Security Council, 1992).

The 2009 Overview of Human Security of the United Nations Trust Fund for Human Security (UNTFHS) explained the characteristics² of human security as an inter-disciplinary concept which could be the link between human and environmental security, particularly multi-sectoral characteristic. Based on this characteristic, human security has broadened concept of threats, from economic, food, health, personal, community, political, and one of it is environmental security (United Nations Trust Fund for Human Security, 2009, p. 6). The environmental threats to security nowadays has increased dramatically and aggravated by climate change. Climate change have caused desertification, land degradation and drought in Asia and Africa to spread, directly affecting millions of the world's poorest people.

Environmental crisis could also contribute to a further conflict which will be discussed further in the case of the Lake Chad Basin and Boko Haram. On the other hand, conflict can also bring detrimental impact to the environment, for instance, war, violent conflict and displaced people may lead to the declining of environmental security and spiral up a vicious cycle of scarcity and broader conflict. In the case of climate change for instance, the 2007 assessment report from the Intergovernmental Panel on Climate Change (IPCC) is also conclude that "human activity is influencing the climate system in negative and potentially irreversible ways" (Hegerl, et al., 2007). However, if environment could be managed and sustained, it could prevent conflict and build peace. As stated by Adelphi Research:

The sustainable use of natural resources and joint efforts to protect the environment across national borders and social divisions can contribute to conflict prevention and peace building. For example, the predictions of future wars over access to water have thus far failed to come true. On the contrary, various forms of cross-border water cooperation are contributing to stability and peace in regions of latent conflict. (Myers, 2012)

Environmental security indeed has a close and complex relations with human security. Substantial change of the environment is affected by human activities

² There are other characteristics of human security that will not be emphasises in this article which are people-centred, comprehensive, context-specific and prevention-oriented.

and conflicts whether it is directly or indirectly. On the other hand, human security is also vulnerable to environmental change and people are dependent to natural resources. In this article, the environmental challenges in the Lake Chad Basin will be analysed to further understand the importance to put environment into the context of human security as a unity in order to establish people-centred policy.

The Humanitarian Crisis in the Lake Chad Basin

Humanitarian crisis in the Lake Chad Basin (LCB) is one of the most overlooked crisis in the world. It ranges from hunger, disease, displaced person, and extreme violence cause by depleted resources, poverty, unemployment, and conflict interact with climate change. This section will explain that environment could become the threat to human security and vice versa. Thus, the integrated policy between environment and human security which is people centred policy is needed. The United Nations (UN) has given platform to develop such policy through the Commission on Human Security (CHS), United Nations Development Program (UNDP), and United Nations Population Fund (UNFPA).

The humanitarian crisis in the LCB has increased dramatically this year, it can be seen from the 2017 humanitarian response plan and appeal which doubled to \$1.5 billion compare to the 2016, showing the declining situation in the region. As Mr. O'Brien, the head of the UN Office for the Coordination of Humanitarian Affairs (OCHA) stated, "In spite of all the assistance going in today, it is clear that the range of forecasts that this situation may get even worse and the numbers in need still climb," (UN, 2017).

On the other hand, the critical environmental degradation that happened in the LCB area was also been highlighted by José Graziano da Silva, Director-General of the UN Food and Agriculture Organization (FAO), during his visit to some of the worst affected areas in Chad and north eastern Nigeria. He stated that, "This is not only a humanitarian crisis, but it is also an ecological one" (UN, 2017). From the consistent monitoring and research data, it is known that there are significant environmental changes in the region. For instance, temperature anomaly since 2000 compare to the 1961 to 1990 average temperature, is now above 1°C (Krampe, 2017).

Based on research presented on Stockholm Forum on Security and Development 2017, the immense shrinking of the LCB is also caused by the prolonged severe droughts. Meanwhile, it has been the source of livelihoods for millions of inhabitants. The dry lake has brought a snowball effect to the livelihood because it made the water resource for plantation decreasing and even completely dry for many areas around the lake, the fish and other lake biodiversity are extinct, and dry land has cause lack of food for animals and humans. Thus, it increases the tension between farmers, fishers, and pastoralist. They are dwindling in scarce resources to survive in already extreme poverty around the areas (Krampe, Climate-Fragility Risks in the Lake Chad Region: Scope for Conflict Prevention and Resilience Building, 2017, pp. 15-16).

The impacts of water deficits also can be caused by other widespread environmental problems, including the declining of marine fisheries,

deforestation, desertification, and soil erosion. For instance, desertification has instigated political instability in Algeria and Chad and tensions between its neighbouring countries like Zimbabwe and Botswana. It could also arise to even worse situation of armed conflict. Meanwhile, from the previous experience in the 1970s and 1980s, no single government in the Sahel zone of Africa survived the drought, and few states that managed to move forward still collapse. So far, drought and desertification has threaten the livelihoods of more than 110 countries with total of more than one billion people (Myers, Environmental Security: What's New and Different, 2012). Furthermore, the pressure to the societies and states around the Lake will also be intensified by the impact of climate change.

Based on the research for the 2017 Stockholm Forum, environmental degradation, especially the result of the climate change effect will aggravate the pressures on the societies and the states around the LCB. Olof Skoog, the Sweden's Ambassador for the UN, also highlighted climate change during the Security Council debate on 13 September 2017:

The effects of climate change and its links to the stability and security are evident. We cannot hide from this reality if we want to truly address the challenges in the region. The lack of follow-up in this area in the Secretary-General's report once again underlines the need for improved risk assessments and risk management strategies by the UN, as clearly highlighted by the Security Council in Resolution 2349 (2017): 'The Council must remain alert to the threats to stability as a result of the adverse effects of climate change.' (Krampe, The unfolding humanitarian crisis around Lake Chad: UN report falls short of naming environmental dimensions, 2017, p. 3)

There are many researches on the effects of the climate change, based on it, it is more likely that the temperature in earth will be higher in 2029 by closely 2 to 3 degrees. It will cause higher evapotranspiration and multifaceted effects to the agriculture, ecology and the balance oh the lake's water (Magrin, Lemoalie, & Lajaunie, 2015, p. 20). Based on the calculation of Gesellschaft für Internationale Zusammenarbeit(GIZ) in 2015, in the report to LCBC by the World Bank, "the evaporation of the LCB will increase approximately 0.3 to 0.6 km³/year according to the considered development scenario" (the increasing global temperature by 2 degrees or 4 degrees by the end of the century) (p. 20).

There are 4 scenarios of how climate change will affect the evolution of the lake based on the action plan of the Lake Chad Basin Commission on 13 November 2015. The one with the greatest possibility concludes that 'Dry Small Lake Chad' will mostly affects the northern basin due to more populous area. The fishing and farming resources will disappear, and only few pastoral livestock could be maintained. On the southern area of the Lake, it will increase the demographic and migratory pressure, because it could rise the land tension or migration to the cities (Magrin, Lemoalie, & Lajaunie, 2015, p. 22). Nonetheless, it is important to understand that the climate change will affect the environmental condition in the region and will give impact to the population around the lake.

On the other hand, natural disaster such as floods is still endangering the people in the region. Based on the report from OCHA, flood has affected Nigeria and Niger. There are 250,000 people in 21 Local Government Areas in Nigeria's Benua state (centre east) and more than 80,000 people in the capital of Niamey, Maradi (south), and Dosso (south-west) areas in Niger (OCHA, 2017, p. 1). According to the Government of Niger (GoN), the floods in Niger this early October has resulted in 56 deaths, affected almost 207,000 people, and damaged nearly 12,000 houses. Furthermore, it resulted the significant loss of crops and livestock and wide-ranging destruction of infrastructure. The U.S. Ambassador to Niger Eunice S. Reddick, on 05 October 2017, announced a disaster because of the humanitarian impacts of pervasive flooding that struck the region between June and September (USAID, 2017, p. 3).

The UN also estimated that at least 890 people were displaced due to the heavy rain and floods that also demolished numerous houses, destroyed food stocks and caused losses of livestock in Logone - et - Chari's Zina commune. To assess humanitarian situations and needs due to this disaster, a joint UN - GoRC (Government of the Republic of Cameroon) mission to Zina was established on 29 September 2017 (USAID, 2017, p. 3).

Based on the WFP report (2016), the heightened security problems, ranging from food security to environmental security (drought and desertification), have led to regional insecurity because of the conflicts that emerged due to the steady damage on the natural capital. Hence, the prolonged-shock to these problems has altered the way of live of the people throughout the region, which by the end will undermine financial and human capital (WFP, 2016, p. 8). This existing humanitarian crisis is worsened by the heightened attacks and violence by the Boko Haram in the region.

The unstable security condition has been exaggerated by the insurgencies that spread from Nigeria and it also increased cross border people's displacement (Krampe, 2017, p. 15). The systemic violence and attack by Boko Haram contributes in interrupting productive activities, such as fishing, farming, rearing the livestock, and trading. It also destroyed food supplies and community assets, which worsen the existing problems of food security and the Global Acute Malnutrition (GAM) (WFP, 2016, p. 7).

Dr. David Doukhan from the International Institute for Counter-Terrorism (ICT)³, explain on how Boko Haram could benefited from climate change to regain their prosperity and keep themselves as a "threat" in the region. According to him, there are three reasons that could explain that question (Doukhan, 2017). As climate change has worsened the scarce resources situation in the area, which heightened the local competition for land and water. It leads to the first reason, Boko Haram could expanse its factions in the area, because it can operate easier in the area where the rising local competitions have undermined state authority due to the lack of legitimacy. Second, the vulnerable condition of the people in the area make it easier for Boko Haram to recruit them as their member. Third, Boko Haram use the natural resources, for instance water, as a weapon of war.

³ See more information about this think tank in <https://www.ict.org.il/AboutUs.aspx#gsc.tab=0>.

As mentioned before, environmental degradation, shrinking of the lake and climate change combine has exacerbated the existing humanitarian crisis such as poverty, increasing the unemployment rate, limited economic activities, low education, famine and people displacement. These complicated crisis has been taken into advantage by Boko Haram to contest the existing authority and legitimacy. It fuels more social tensions and even creates violent conflicts. These situations gave them chance to operate easily and to engage in violence acts and transnational organized crime (ToC) (Doukhan, 2017). The limited availability of water and difficult livelihood have driven these vulnerable people into risky behaviours such as drug trafficking and arms trading (Okpara, Stringer, Dougill, & Bila, 2015, p. 316).

The LCB case analysis shows that today's, more people die because of crisis associated with environmental degradation instead of from inter-state war and political violence. Many people's lives are threatened by hunger, malnutrition, disease, and any other form of harms that related to environmental dimension instead of the threat in traditional form (Elliot, 2015). Therefore, the threat of environmental security to human security is real and the integrated policy of both security is needed to overcome humanitarian crisis.

Conclusion

The Lake Chad Basin case shows that there is a link between environmental and human security. Even though, the humanitarian crisis is already existing due to the vulnerability characteristic of the region, we cannot deny that researches show that the negligence to realize vicious cycle between environmental crisis and human has led to exacerbated humanitarian crisis. Human could cause environmental crisis that in the end could become a threat to human. On the other hand, natural disaster and climate change can also become the threat to human security. To prevent violent extremist group such as Boko Haram to take advantage of the situation, we should realize that threats are not coming to the state per se but it threatens "human" directly. Hence, there is a tight link between these two non-traditional security (environment and human), to solve one security's problem could not be done without solving the other security problem. Thus, to prevent and/or to manage humanitarian crisis, putting environmental security back in human security is a way to make a better integrated policy.

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