

gppn

global public policy
network on water
management



Water and Climate Change Adaptation: Top Textual Priorities

GPPN response to:

Non-paper No. 53

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**CONTACT GROUP ON ENHANCED ACTION ON ADAPTATION
AND ITS MEANS OF IMPLEMENTATION**

Non-paper by the co-chairs

3rd December 2009

Water and Climate Change Adaptation: Top Textual Priorities

GPPN Response to Non-paper No. 53, Contact Group on Enhanced Action on Adaptation and Its Means of Implementation. Further streamlining of text contained in (FCCC/AWGLCA/2009/INF.2)

About the GPPN

The Global Public Policy Network on Water Management (GPPN) is a joint initiative of Stakeholder Forum and Stockholm International Water Institute, working with global stakeholders to identify priorities for the international water agenda, and communicate those priorities to decision-makers. The GPPN is working actively to raise the profile of water in the climate change negotiations in the run-up to the 15th Conference of Parties (COP15) of the UNFCCC in Copenhagen in December 2009.

It has co-ordinated the following activities:

- Conducting a global multi-stakeholder consultation on water and climate change adaptation, resulting in a publication outlining major priorities, *Water and Climate Change: Key Messages for COP15*¹
- Facilitating side events and workshops alongside the negotiations on '*Bridging the Water and Climate Agendas*'
- Drafting text amendments on water and adaptation in response to each revision of the negotiating text for the Ad Hoc Working Group on Longterm Co-operative Action under the Convention (AWG LCA)
- Co-ordinating and Chairing an informal government group, 'Friends of Water' to discuss water issues informally as they relate to the negotiations
- Convening with UN Water a 'Water Day' during the forthcoming UNFCCC negotiations in Barcelona in November 2009
- Writing a report for COP15 based on some of the issues raised at Water Day, entitled '*Water World: Why the global climate challenge is a global water challenge*'

The GPPN consults and collaborates with the following stakeholders in its work, spanning governmental and non-governmental actors:

Bremen Overseas Research and Development Agency (BORDA)
CAZALAC – Centro del Agua para Zonas Aridas y Semi Aridas de America Latina y el Caribe
Chartered Institute of Water and Environmental Management (CIWEM)
Cooperative Programme on Water and Climate
Ecuminical Association for Sustainable Agriculture and Rural Development, Ghana (ECASARD)
ICLEI – Local Governments for Sustainability
International Federation of Agricultural Producers (IFAP)
Confederación Nacional Agraria, Peru
Cooperativas Agrarias Federadas – CAF. Uruguay
Confederación de Porcicultores Mexicanos
Jordan Farmers Union
Uganda National Farmers Federation
Franciscans International
Friends of the Earth Canada
Friends of Ozone
Freshwater Action Network
Gender and Water Alliance

Global Water Partnership (GWP)
International Water Association (IWA)
International Union for the Conservation of Nature (IUCN)
Progressio
Stockholm International Water Institute
Tearfund
Uganda Water and Sanitation NGO Network
UNANIMA
UN Convention to Combat Desertification
UNDP Water Governance Facility
UNEP DHI Water and Environment Centre
UNESCO IHE
UNISON
UN Water
WaterAid Ghana
Wetlands International
World Business Council for Sustainable Development
World Water Council
WWF/WWF International
Dr Peter Johnston, University of Capetown
Professor Tony Allan

¹ http://gppn.stakeholderforum.org/fileadmin/files/GPPN_2008-9/Papers/GPPN_Key_Messages_Water_and_Climate_Change_Adaptation_COP-15.pdf

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About this Document

In this document, the GPPN is responding to Non-Paper 53 on *Enhanced Action on Adaptation and its Means of Implementation*, released on 6th November 2009. Non Paper 53 supersedes Non Paper 31 and Non-Paper 41, which were produced ahead and during the negotiations in Barcelona respectively.

The GPPN has outlined below the aspects of the current Non-Paper that it supports, as well as providing recommendations for stronger language on water and land.

This document is divided into three parts, plus two helpful Annexes.

1. Core Messages – these are the main issues it would like to see reflected in the text. These build on the messages outlined in the GPPN report *Water World – Why the global climate challenge is a global water challenge*, which builds on the discussions and outcomes of the Water Day on 3rd November in Barcelona.
2. Top Textual Priorities – the existing sections of Non-Paper 53 that are most helpful for water and land in relation to climate change adaptation

Friends of Water Informal Government Group

In addition to conducting bilateral with government representatives, the GPPN also co-ordinates a 'Friends of Water' informal government group that meets in the margins of the negotiations. A number of developed and developing countries engage with this group and it offers a space for informal dialogue between governments on how best to go forward on these issues.

Contact

If you have any further questions about the GPPN proposals, or are interested in engaging in the Friends of Water group, please contact Hannah Stoddart, Policy Co-ordinator at Stakeholder Forum and GPPN Secretariat.

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Core Messages

Understanding and managing the impacts of climate change on the water cycle is critical for achieving the Millennium Development Goals

Water is the primary medium through which climate change impacts will be felt by populations and the environment. Failure to integrate water management and climate change adaptation will compromise efforts to build resilience and have potentially devastating impacts on people's livelihoods. Resilience must be built in the water supply and sanitation sector, and effective integrated water resources management must be implemented as an adaptation action prioritised through National Adaptation Programmes of Action (NAPAs).

Integrated Water Resources Management is a fundamental adaptation action

IWRM is critical for managing the many and increasing demands for water globally. As climate change stands to exacerbate existing pressures on water resources, IWRM offers a holistic management arrangement that considers multiple users and sectors, and should be prioritised in National Adaptation Programmes of Action (NAPAs).

Regional and trans-boundary cooperation and co-ordination is required for successful adaptation

Climate change impacts through the water cycle will not respect national and political boundaries. Any adaptation plans must recognise the trans-boundary and regional dimensions of climate change adaptation in order to cope with the additional strains that changes in water availability will put on relations between states.

Ecosystem-Based Adaptation builds resilience to climate change

Healthy ecosystems provide natural resilience and 'buffers' against climate change impacts. Climate change will only exacerbate degradation caused by other pressures - to build resilience it will be necessary to restore and protect freshwater ecosystems through reducing non-climate pressures and maintaining minimum environmental flows

Climate change adaptation through water management must consider the roles of particular groups and users

Women are the primary managers of water in many developing countries, for both domestic and agricultural purposes, and stand to suffer considerably as a result of climate change impacts. Measures to adapt to these impacts through the hydrological cycle must take into account the needs and roles of women.

Responding to climate change impacts through water management requires additional resources, capacity building and sectoral knowledge-sharing

The above recommendations require institutional arrangements that support their implementation. This includes the availability of finance for adaptive water management and the development of functioning IWRM plans, as well as the provision of capacity building – especially in the most vulnerable developing countries. Resources for knowledge-sharing with a specific focus on adaptation and water management should also be enhanced, including through any successor to the Nairobi Work Programme

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Top Textual Priorities

Words and sentences **in bold** are existing parts of the text that the GPPN supports.

Words and sentences in brackets and **[highlighted in bold and italics]** indicate additions/deletions from the text.

Content from Non-Paper 31

Preambular Paragraphs

Paragraph	Content	Comment
PP.9	Recognizing that adaptation occurs at local, regional and national levels, and is an inherent part of development planning and implementation	This wording outlines the different multiple dimensions of adaptation, the reference to regional implies adaptation imperatives that go beyond national boundaries. For further clarification, however, an insertion of 'and international' after national would be helpful

Definitions, objectives, [guiding principles,] scope and roles and responsibilities

Definitions

Paragraph	Content	Comment
1.	1. Adaptation [shall] [should] encompass action to reduce the vulnerability and build the resilience of ecological and social systems and economic sectors to present and future adverse effects of climate change [and the impact of the implementation of response measures] in order to minimize the threats to life, human health, livelihoods, food [ADD: and water] security, assets, amenities, ecosystems and sustain development.	It is critical that there is a direct reference to water security at the definitional stage. Water will be the primary transmitter of climate change impacts on human populations and the environment. Adapting to climate change is to a large extent adapting to too much or too little water, and its central role for climate change adaptation must be acknowledged at this stage.
2. (a)	Least developed countries (LDCs), small island developing States (SIDS) and countries in Africa affected by drought, desertification and floods;	Climate change vulnerability is largely determined by water availability and quality. A reference to drought, desertification and floods as determinants of vulnerability is helpful in this context.

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Objectives

Paragraph	Content	Comment
3. (b)	Enabling and supporting the implementation of adaptation action at local, subnational, national, regional and global levels [ADD: and in and across a range of sectors] through finance, technology and capacity-building;	This wording identifies the multiple levels on which adaptation action should take place. This establishes regional and global adaptation actions as important alongside country-driven priorities. GPPN has also proposed adding a reference to 'in and across a range of sectors' as this captures water as a cross-sectoral issue, and also indicates the importance of integrating adaptation into sectoral planning.
3.(d)	Enhancing cooperation among Parties and intergovernmental, non-governmental and regional organizations that are implementing adaptation and related activities, in order to encourage synergy and ensure coherence across adaptation action and under the Convention.	As climate change impacts do not respect national boundaries, regional cooperation will be critical as countries develop plans to adapt to climate change. It will be critical to ensure that adaptation actions in one country do not have negative impacts on bordering countries – this is especially crucial in the context of shared and transboundary water resources.

Guiding Principles

4 (c)	Follow a country-driven approach to adaptation; [ADD: Promote regional and international cooperation in the development of adaptation plans.]	Whilst the country-driven approach is important, it is also clear that climate change impacts are unlikely to respect national borders and that regional and international cooperation for adaptation planning will be necessary in this regard. National adaptation responses may in some cases have negative impacts on bordering countries, so regional and international cooperation must be prioritised to avoid and foreclose potential conflicts.
4 (d)	[Take climate change considerations into account, [DELETE: to the extent feasible] , in relevant social, economic and environmental policies and actions] [Integrate adaptation actions into sectoral and national planning];	It will be important to at least establish a principle of taking into account climate change considerations in relevant social, economic and environmental policies and actions. 'Feasibility' appears too subjective a criteria to include here. It is clear that adaptation is not a separate sector and must therefore be a process of building climate resilience across all existing sectors and fully integrating adaptation actions into national development plans.

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Scope

Paragraph	Content	Comment
5. (b)	Adaptation action that is integrated into national development and sectoral activities and stand-alone adaptation action that is additional to ongoing development.	It is clear that adaptation is not a separate sector and must therefore be a process of building climate resilience across all existing sectors and fully integrating adaptation actions into national development plans. Taking this approach will help to ensure that necessary measures are taken by water managers across all sectors to adapt to climate change. It also clearly establishes adaptation planning as a development issue.
6. (b) and (d)	In the implementation of the adaptation [framework] [programme] as laid out in subsequent sections, including in the provision of means of implementation, priority should be given to the following: Particularly vulnerable sectors; Particularly vulnerable ecosystems.	Identifying particularly vulnerable sectors as a priority area for adaptation is important for establishing adaptation as an integrating concept. Such a reference also incorporates the water sector, which by its nature is both vulnerable and cross-cutting Identifying vulnerable ecosystems is critical for encouraging adaptation that both protects and enhances ecosystems for climate resilience.

Roles and Responsibilities

Paragraph	Content	Comment
7. (a)	All Parties [shall] [should] undertake actions at all levels, including strengthening enabling environments, sharing of data, information and knowledge, and protecting and sustainably managing natural resources and ecosystems, and the goods and services they provide , to facilitate adaptation;	Healthy ecosystems will provide one of the greatest protections for human populations against the worst impacts of climate change. Protecting and enhancing ecosystems will help build resilience, including through maintaining freshwater supplies. Adaptation approaches that sustainably manage ecosystems must be prioritised.

B. Implementation of adaptation action to climate change

Planning and preparing for the implementation of adaptation action

Paragraph	Content	Comment
9.	[Particularly vulnerable] [developing country] [all] Parties [shall] [should] [may] formulate and periodically review and update national, and where appropriate regional, adaptation plans as a means of:	This paragraph makes specific reference to the possibility and appropriateness of regional adaptation plans. This complements the references to NAPAs, recognising that adaptation is not solely a national issue.

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Implementation of Adaptation Action

Paragraph	Content	Comment
10.(a) (iv)	Enhancing, supporting and promoting traditional adaptation methods that have been implemented successfully in the past [ADD Enhancing, supporting and promoting integrated land and water resources management for climate change adaptation.]	This section outlines short term requirements for adaptation action. Developing robust and well-governed integrated land and water resource management plans should be a short term priority for building resilience to uncertainty and establishing systems to cope with managing water among competing users.
11.	To enhance adaptation action at regional level, all Parties [shall] [DELETE [should] [may]] implement specific programmes, projects, activities, strategies and measures, including coordinated adaptation action where appropriate, especially between countries with shared natural resources , aimed at enhancing collective adaptation action without compromising the sovereignty of countries.	This paragraph clearly establishes the importance of regional co-operation and co-ordination, especially in the context of shared natural resources. This is particularly relevant for managing transboundary water resources equitably in face of climate change.
12. (a)	Enhancing the scope of activities undertaken under the Nairobi work programme, [ADD - including through a sectoral focus] building upon its outcomes and lessons learned, with a view to promoting understanding of impacts, vulnerability and adaptation to climate change, and developing it into a hub of knowledge and information sharing and capacity-building;	Focussing on the need for an enhanced scope of the Nairobi Work Programme opens the possibility of the NWP taking a sectoral approach to encourage integrated adaptation planning. Addition of 'including through a sectoral focus' would help to reinforce this objective.

Capacity Building

Paragraph	Content	Comment
16. (b)	Systematic observation, data collection and archiving, analysis, modelling and dissemination, including the use of climatic information and model outputs in national and sectoral planning;	It will be critical for there to be enhanced communication between climate information providers and climate information users. Water managers must have access to the appropriate information to understand the potential impacts of climate change on water resources, and how to build resilience to future uncertainty.
16.(c)	Improved disaster risk reduction and emergency response capabilities, including early warning systems and governance structures that encourage efficient use and coordination of local, national, regional and international resources;	This paragraph provides some helpful language on improving governance and efficiency in the use of natural resources at all levels, which captures the importance of managing water resources among competing users and States.

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	<p>[ADD: Improved and operational integrated land and water resource management plans, taking into account local, national, regional and international dimensions]</p>	<p>However, the language could be strengthened to call for the development and implementation of integrated land and water resource management plans, which remain a concept rather than a reality in many countries.</p>
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Institutional Arrangements on a Regional Level

Paragraph	Content	Comment
28. (d)	<p>Regional [adaptation] centres.... (d) Enhancing the implementation of adaptation action, particularly at the regional level through cross-border projects and programmes, where appropriate;</p>	<p>The strengthening of existing regional coordinating arrangements, and the setting up of regional centres where necessary will be critical for enhancing regional cooperation and knowledge-sharing for adaptation. It is important that it specifically identifies the role of regional coordination/centres as identifying adaptation on a regional level and building capacity for cross-border projects. In the context of transboundary water resources such arrangements will be extremely beneficial.</p>

Annex 1

Paragraph	Content	Comment
(u)	<p>Strengthening environmental and natural resources management and enforcement.</p> <p>[ADD - Developing, implementing and building capacity for integrated land and water resources management for building climate resilience.]</p>	<p>The reference to strengthening environmental resources management indirectly highlights the importance of well-governed water management systems for building climate resilience.</p> <p>However, it would be helpful here to go into more detail and refer to integrated land and water resources management which constitutes a specific adaptation action.</p>

Annex 2

Paragraph	Content	Comment
(f)	<p>[Include] [Enable] regional assessments of vulnerability and impacts of adaptation actions and measures undertaken between countries and in the context of shared and transboundary resources;</p>	<p>This paragraph is important as it calls for the assessment of impacts of national adaptation actions on a regional level. As certain adaptation actions relating to water could have negative impacts on bordering countries, regional impact assessments will be critical for anticipating and</p>

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		mitigating negative regional impacts, and fostering greater cooperation.
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Content from Non-Paper 41

Paragraph	Content	Comment
1.	Adaptation is a challenge shared by all countries; it encompasses urgent and immediate, short-, medium- and long-term action at national, regional and international levels , ranging from assessments, planning to implementation, in order to reduce vulnerability, minimize loss and damage and build the resilience of ecological and social systems and economic sectors to present and future adverse effects of climate change.	This wording outlines the multiple dimensions of adaptation. The reference to action at regional and international levels implies adaptation imperatives that go beyond national boundaries. This is especially relevant in the context of shared water resources.

Paragraph	Content	Comment
2. (c)	To catalyse action and enhance cooperation among Parties and intergovernmental, nongovernmental and regional organizations on adaptation with a view to encouraging synergy and ensuring coherence .	This establishes the principle of regional cooperation for coherent adaptation, which will be critical for sustainable land and water management across national boundaries in response to climate change.
3. (c)	Follow a country-driven approach to adaptation; [ADD: Engage in regional and international cooperation in the development of adaptation plans.]	Whilst the country-driven approach is important, it is clear that climate change impacts will not respect national borders and that regional and international cooperation for adaptation will be necessary. National adaptation responses may in some cases have negative impacts on bordering countries, so regional and international cooperation must be emphasised to avoid and foreclose potential conflicts.
4. (g)	Building resilience of ecological and social systems and economic sectors, including through administrative and legislative actions, integrating adaptation actions into [sectoral and] national planning , economic diversification, the protection and sustainable management of natural resources and the goods and services they provide; [ADD – Developing, promoting and implementing integrated land and water resources management.]	This paragraph encapsulates a number of useful concepts, including building ecosystem resilience through sustainable natural resource management. This infers sustainable land and water management. The reference to integrating adaptation actions into sectoral planning will be important both for the water sector, and for other sectors that rely on water. However, enhanced language on Integrated Land and Water Resources Management at this point would be helpful.

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7. (a)	Particularly vulnerable developing country Parties, especially LDCs and small island developing States, and further taking into account the needs of countries in Africa affected by drought, desertification and floods...	Climate change vulnerability is largely determined by water availability and quality. A reference to drought, desertification and floods as determinants of vulnerability is helpful in this context.
7. (b)	[Particularly vulnerable sectors , people, groups, communities and ecosystems].	Identifying particularly vulnerable sectors as a priority area for adaptation is important for establishing adaptation as an integrating concept. Such a reference also incorporates the water sector, which by its nature is both vulnerable and cross-cutting Identifying vulnerable ecosystems is critical for encouraging adaptation that both protects and enhances ecosystems for climate resilience.
11.	Regional centres should be strengthened to the extent possible and, where necessary, established in developing country regions to facilitate and coordinate action on adaptation, building upon and complementing national adaptation action, especially between countries with shared natural resources, where appropriate.	The strengthening of existing regional coordinating arrangements, and the setting up of regional centres where necessary will be critical for enhancing regional cooperation and knowledge-sharing for adaptation. It is important that it specifically identifies the role of regional coordination centres as enhancing adaptation action between countries with shared natural resources.
13 (a)	Enhancing the scope of activities undertaken under the Nairobi work programme [ADD - including through a sectoral focus] on impacts, vulnerability and adaptation to climate change, building upon its outcomes and lessons learned with a view to developing it into a hub of knowledge and information-sharing and capacity-building to assist all countries, in particular developing country Parties;	Focussing on the need for an enhanced scope of the Nairobi Work Programme opens the possibility of the NWP taking a sectoral approach to encourage integrated adaptation planning. Addition of 'including through a sectoral focus' would help to reinforce this objective.

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Annex 1

National adaptation plans

Indicative objectives and functions

Paragraph	Content	Comment
(a)	To [catalyse] [support] actions in and across different sectors , including agriculture and food security, water resources , health, ecosystems, coastal zones;	This paragraph specifically identifies water resources as a focus area for national adaptation plans. As many NAPAs have an insufficient focus on water management, this provision will help to emphasise the role of water resources management for adaptation.
(g)	To [include] [enable] regional assessments of vulnerability and impacts of adaptation actions and measures undertaken between countries [and in the context of shared and transboundary resources] ;	This paragraph is important as it calls for the assessment of impacts of national adaptation actions on a regional level. As certain adaptation actions relating to water could have negative impacts on bordering countries, regional impact assessments will be critical for anticipating and mitigating negative regional impacts, and fostering greater cooperation

Indicative Elements

Paragraph	Content	Comment
(c)	Means for integrating adaptation actions into [thematic, sectoral and] national planning;	Adaptation is not a stand-alone sector but should be integrated into national and sectoral development plans. As sectoral actors will be responsible for implementing adaptation action, coherent integration of adaptation strategies with sectoral management will be critical, especially in regard to the water 'sector' which also cuts across a number of other sectors.

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Annex III

Centres for adaptation

Indicative functions for regional centres

Paragraph	Content	Comment
(b)	Engaging science and policy communities in dialogues with a view to promoting informed decision-making at all levels, especially between countries with shared natural resources , taking gender considerations into account;	This puts emphasis on cooperation and informed decision-making on a regional level between countries with shared natural resources, thus inferring cooperation on adaptation to climate impacts on transboundary water resources.
(e)	Enhancing impact, vulnerability and adaptation assessments based on the best scientific evidence available, including studying the stresses generated by climate change and variability, and estimation of past, current and future climate-related risks as well as risks to human health, oceans and coasts [ADD: and water resources and land quality];	References to impacts on health, ocean and coasts are welcome here, but there is no mention of the risks that climate change poses to water resources. As water is the primary transmitter of climate change impacts on humans and the environment, it is critical to assess the potential impacts that climate change will have on water resources, combining it here as well with a reference to land.