

France: Monitoring and Evaluation of the French National Adaptation Plan

Context

► Policy context

Implementation of France's 2006 National Strategy for Adaptation to Climate Change is being supported by the 2011 National Adaptation Plan (NAP). The NAP provides the first national, multi-ministerial roadmap of prioritized adaptation actions for the period from 2011 to 2015. It is a set of 84 adaptation actions supported by 230 measures across 20 sectors or thematic areas. The first NAP aims to plan adaptation actions, prevent maladaptation and ensure coherence across public policy measures relating to adaptation. Most NAP actions started in 2011.

► Purpose of the M&E System

The purpose of the current system is twofold. First, the system aims to **monitor progress in implementing actions in the NAP** and their outcomes. The M&E of the NAP serves as a proxy for monitoring the resilience of the country to climate change. It is based on the assumption that implementing the NAP should reduce the country's vulnerability to climate change. Thus, implementation actions of the NAP reflect efforts in increasing the country's climate resilience. Second, the system aims to **evaluate, whenever possible, the impacts of the implemented actions**. While the plan does not specify the evaluation process, it is expected that evaluation will focus on the implementation process and the effectiveness of its actions.

► Level of application and aggregation

The system operates only at the national level and aggregates 20 sectors or thematic areas.

► Status as of October 2013

The monitoring of adaptation actions is operational and on-going. The process is subject to yearly reviews. The evaluation of the adaptation actions' effectiveness is planned as part of the NAP's mid-term (June 2013) and final (2015) evaluations. The main result of the mid-term evaluation shows that the implementation of the plan is on track with most actions and measures underway.

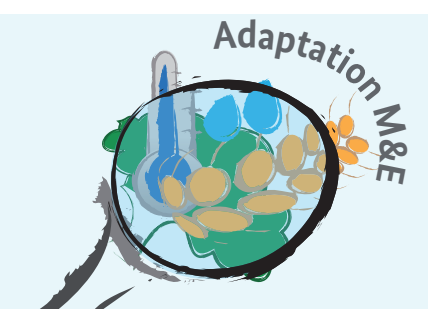
Process

► Institutional arrangements

The **National Observatory on the Effects of Global Warming (ONERC)** is the national agency responsible for climate change adaptation under the General Directory of Energy and Climate (DGEC) of the Ministry of Ecology. ONERC leads and coordinates the development and implementation of the NAP including its M&E process in close collaboration with all other relevant ministries.

Each relevant ministry has identified a NAP focal point or **sectoral leader** for reporting to ONERC on the implementation of NAP actions in each of the 20 sectors. These sectoral leaders may be adaptation experts, M&E experts or other thematic experts depending on the capacities available and on the needs. In addition, so called ministerial action leaders are appointed for implementing adaptation actions and for reporting on the progress of implementation to the sectoral leaders.

Within the Ministry of Ecology, a National Committee for Ecological Transition - which is in charge of reviewing environmental



policies and consists of elected representatives and local authorities, employers, employee unions, non-profit associations and scientists - will review the results of the M&E process and provide recommendations to ONERC on the implementation of the adaptation actions of the NAP.

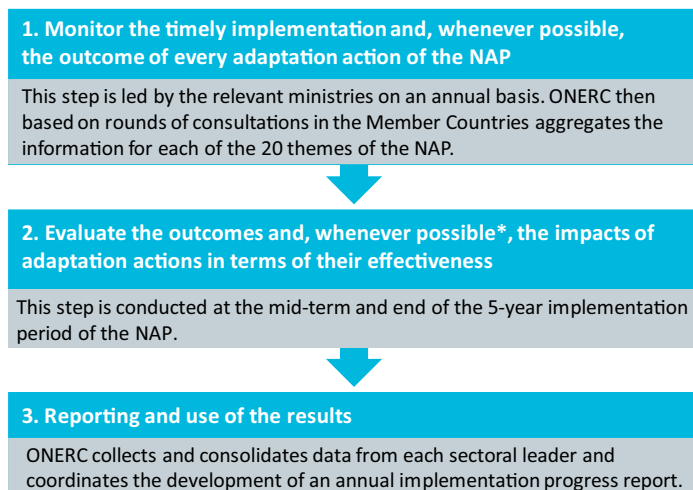
► Establishment process

In 2009, ONERC conducted a national economic assessment of the costs of climate change impacts in selected sectors. To address these impacts, the Government was required by law in 2009 to set up a NAP by the end of 2011. Following a consultation process, ONERC issued a National Recommendation Report on adaptation actions in November 2010. Building on the recommendations of that report, the relevant Ministries, under the overall supervision of ONERC, developed the NAP's adaptation actions and monitoring indicators in late 2010/early 2011. The NAP was then adopted in July 2011.

► Implementation process

The implementation of the NAP is carried out by the relevant ministries and coordinated by ONERC. It is based on the following key steps:

Figure 1 Key steps of the implementation process



*Evaluating the outcomes and/or impacts of some actions is not always feasible because:

- a. Some actions do not have a baseline against which impacts can be evaluated.
- b. Some actions can only be measured after a certain number of years that go beyond the timeframe of the first NAP.
- c. The impacts of some actions are difficult to evaluate. For example, it is assumed that providing free access to climate projections will enhance the country's adaptive capacity to climate change. But the real impact of free access is not measurable, because the number of downloads does not reflect any real impact.

The mid-term evaluation focuses on identifying gaps and actions which should be strengthened or stopped in light of the outcomes/processes produced so far. The final evaluation will answer questions such as: Do the final results reflect the initial objective of each action? Which actions have failed and why? Which actions should be pursued/stopped?

Content

► Approach

This is an **indicator-based system** using participatory (i.e. based on a consultation process and inter-ministerial collaboration) and semi-quantitative approaches (i.e. achieved percentage of implementation of each sector's adaptation actions is calculated for the annual monitoring report to compare results across the different sectors). Changes in vulnerability at the national level are not measured.

► Indicators

The NAP covers 20 sectors or thematic areas yielding a total of **84 adaptation actions that are further broken down into 230 measures**. At least one **monitoring indicator** (mainly implementation/process indicators and sometimes outcomes/result indicators) has been identified for each measure. These have been defined by the ministerial sectoral leaders in charge of implementing adaptation actions to ensure that the data and information needed for measuring those indicators are available and easy to access. **Evaluation indicators** still have to be defined. They will focus on the evaluation of adaptation actions with regard to their progress of implementation (on time and on track/complete) and to their effectiveness (i.e. evaluate, if the objective of the action has been reached).

The 20 thematic/sectoral Action Sheets are annexed to the NAP and provide a description of the adaptation actions and related measure(s), the names of the leading institution(s) and partner(s) responsible for the measure, the tools and timeframe necessary for implementing the measure, and the title of the indicator(s) (see example in the extract on the next page).

Figure 2 Example of a measure under the coastline action sheet, action 2 'Improve understanding of the coastline: its environment, natural phenomena, physical and anthropogenic development'

Measure 2.3: Improve understanding of the transit of marine and river sediment.

Little is known about coastal sediment transit. Atlases of sediment transit for continental French and overseas territories' coastlines could be produced based on a numerical simulation platform to determine sediment flows over the continental shelf (as it is already the case in the English Channel).

A current inventory of these transits is required in order to identify whether changes in forcing could modify these transits as well as the entailing consequences. These atlases would be produced as part of the process of updating sedimentology catalogues, for which a feasibility study is currently underway: a descriptive summary of the coastline and its hydrosedimentary functioning based on the inventory of knowledge about how the coastline functions, but also based on predicted changes.

Lead: DGALN
Partners: DGPR, DGITM, CETMEF, BRGM
Tools: Feasibility study into updating sedimentological catalogues for the French coastline
Output indicators: Possible publication of the catalogues
Timetable: Feasibility study in late 2011

Source: Ministry of Ecology, Sustainable Development and Energy (2010b): French National Climate Change Impact Adaptation Plan 2011 – 2015.

► **Data and information requirements**

The data for monitoring adaptation actions are extracted from existing sectoral M&E systems (e.g. funds expenditures, website traffic tracking) by action leaders and then will be aggregated at the sector level by sectoral leaders. Data is first aggregated using an implementation chart (i.e. monitoring indicator and output by action) and second in terms of implementation status (i.e. on time/delayed/cancelled) to allow for a general comparison between the actions and sectors. Required data for the evaluation of the NAP will be taken from existing data bases (risk mapping evolution, etc.) or collected through light-touch processes (e.g. poll of urban heat island knowledge, numbering of adapted building codes). The emphasis is on **easy-to-access data** and **simple information**.

► **Output and reporting**

An **annual monitoring (or implementation) report** of the NAP is presented to, and reviewed by, key stakeholders through the National Committee for Ecological Transition and communicated to the wider public via Internet. All data is aggregated in achieved percentages of the initial outcome. This is complemented by

mid-term and final evaluations of the NAP (currently scheduled at the end of 2013 and at the end of 2015). These evaluations will highlight key lessons learned at the national level and recommendations for the future. The mid-term review will be conducted internally, while the final evaluation will be conducted by an external contractor.

Table 1 Achieved percentage of implementing adaptation actions across 4 themes/sectors of the NAP according to the NAP mid-term review of June 2013

Action sheets	Actions		Measures	
	Total	Underway (yes/no)	Total	Underway (yes/no)
Cross-sectoral	5	100 %	5	100 %
Health	5	80 %	16	56 %
Water resources	5	100 %	20	80 %
Biodiversity	4	100 %	22	68 %

Source (translated from French): Ministry of Ecology, Sustainable Development and Energy (2013): *Suivi du plan national d'adaptation au changement climatique (PNACC)*.

► **Resources needed**

The development and implementation of the NAP (and its M&E system) are not very resource intensive¹. Currently the French national adaptation team at ONERC is composed of a total of five persons. Responsibility for supervising the implementation of the NAP requires the equivalent of one person on a full time basis. The Government spent a total budget of less than 500,000 EUR for the development of the NAP (and its M&E system) – which is mainly comprised of the costs associated with the consultation process over 18 months – plus in-kind staff time contribution from the various ministries involved. The implementation costs of the NAP are estimated to be approximately 171 million euros, excluding civil service staff costs over a 5-year period. No specific budget has been allocated for M&E in the NAP because M&E is a task of sectoral and action leaders who spend in-kind staff time in annual reporting to ONERC.

Lessons to date

The French opted for a **pragmatic, relatively simple, non-technical approach** to M&E of climate adaptation at the national level with a strong emphasis on **inter-ministerial collaboration** (including the development and monitoring of indicators). The approach has the advantage of being relatively inexpensive

¹ Since the M&E system is closely linked to the NAP (they have been developed simultaneously), it is difficult to distinguish the cost of the development and implementation of the NAP from the M&E parts.



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and avoids the high transactional costs of developing, monitoring and evaluating adaptation outcome indicators (e.g. these may require baseline data that do not necessarily exist). Such an approach might be particularly relevant and cost-effective at the initial stages of setting up an M&E system, because it helps defining the type of information that is really needed at the national level through trial and error.

The French case study highlights that informed trade-offs are needed between detailed analysis, stakeholder involvement and resource availability. The proposed interventions are relatively straightforward and are in line with the relatively simple design of the M&E system. Preliminary results from the initial implementation phase based on the NAP mid-term report of June 2013 already show that some adaptation actions did not lead to the expected results. These emerging lessons provide useful feedback for the revisions of adaptation actions and shows that learning is already taking place. So far, the French experience shows that a less technical and costly approach can provide useful results, given that stakeholders have been involved from the initial stage of the process. Some key challenges are the development and implementation of appropriate evaluation indicators and the establishment of synergies between M&E processes at the central, regional and local levels.

For further information

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► References

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