

Finland: Developing an M&E system for the National Adaptation Plan

1. Context

► Policy context

The **2005 National Adaptation Strategy** of Finland, co-ordinated by the Ministry of Agriculture and Forestry, laid out the mainstreaming approach across administrative sectors. The implementation of the 2005 Strategy was assessed during the winter of 2008-9 in a mid-term review by the **monitoring group on climate change adaptation** that is made up of civil servants from key ministries and research organisations. The assessment concluded that the average stage of implementation for most sectors was 2 on a scale of 1-5 (5 being highest) with the water management sector having advanced the furthest. The 2005 strategy was further evaluated in 2013 in order to inform the revision process of the strategy. The evaluation found that progress had been made since the mid-term review but that there were still sectors within which systematic assessments of vulnerability and adaptation measures had not been made.

More recently, the **Climate Change Act** passed in 2015 (609/2015) outlines the national adaptation policy by establishing the National Climate Change Adaptation Plan. The Climate Act stipulates that a **National Adaptation Plan** will be approved by the Government at least every ten years. The National Plan will include risk and vulnerability assessment and sectoral implementation and action plans as seen necessary. In line

with the Climate Act, the national adaptation plan (formerly strategy) was revised and published in 2014.

It outlines the aim of adaptation until the year 2022. The national adaptation plan continues with mainstreaming adaptation as a main method of implementation. It also reconfirms that it is the monitoring group on climate change adaptation that assesses the implementation of the plan.

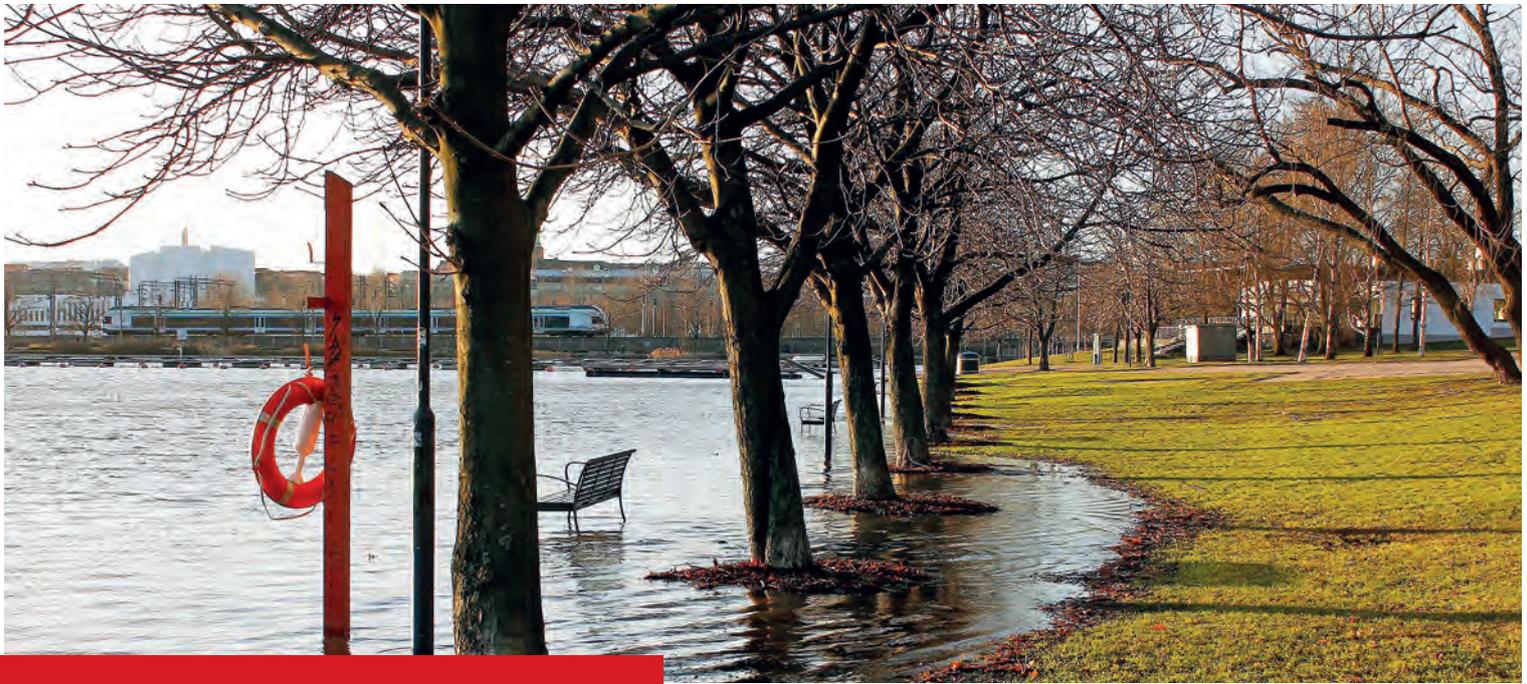
The monitoring group continues to be responsible for developing and gathering information in relation to the monitoring and evaluation of adaptation under the national adaptation plan. Work on a national framework has been on-going since 2016, done in collaboration with research organisations. It is expected that a **monitoring and evaluation framework** will be published and implemented by 2018.

► Purpose of the M&E System

As the M&E system is currently under development, the following is based on early drafts and subject to change. The aim of the M&E framework is three-fold. First, to gain a national overview in relation to progress on adaptation. Second, it also fulfills the requirements for reporting set by the Climate Change Act and any obligations arising from the European Union. Finally, it will be used to support communication of climate change and adaptation related information to stakeholders.



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► Scale: level of application and aggregation

The M&E system will address national level adaptation, and will be operating at the national level. All thematic areas of the national adaptation plan will be taken into account. These include: natural resource sector, biodiversity, industry, energy, transport and communications, land use, built environment, health and tourism.

M&E Guidebook for national adaptation M&E systems

An M&E guidebook by GIZ & IISD (2015) in collaboration with the Adaptation Committee and the Least Developed Countries Expert Group outlines key considerations for the development of country-specific adaptation M&E systems. This factsheet is structured along its four building blocks:

- **Context:** what is the policy context and purpose of undertaking M&E?
- **Content:** what information is required to address the purpose?
- **Operationalization:** how will the information be gathered and what are the institutional arrangements?
- **Communication:** how is the generated information used and disseminated?

2. Content

► Establishment process

During the winter of 2008–9 in a **mid-term review** of the National Adaptation Strategy was carried out by the monitoring group on climate change adaptation.

The assessment of implementation used a simplified process indicator based on a scale of 1–5 (1 being non-implementation, 5 advanced implementation). Each ministry responsible for implementation was contacted and asked for a self-assessment guided by qualitative questions. The assessment concluded that the average stage of implementation for most sectors was two, e.g. low to medium.

The development of the M&E system for the revised National Adaptation Plan has been supported through research projects that are funded by the Ministry of Agriculture and Forestry. These government research grants were awarded to research consortia and consulting companies that have put in bids to improve, amongst other things, the knowledge base, a framework and indicators for M&E and a proposal for a national risk assessment including indicators for climate risk.

Some of these projects have been completed and some are on-going. Currently the Ministry of Agriculture and Forestry and the monitoring group on climate change adaptation are preparing the M&E framework, due to be finalised in 2018. Note that the process is on-going right now, hence subject to change.

► Focus and approach

The focus of the M&E system currently identifies three interlinked areas. First, indicators that focus on the **climate impacts** will be included. These are used to monitor the trends related to precipitation and temperature and increased number of flood events or heat stress, for example. Secondly, **risk indicators** will be

identified that will track how climate change related risks develop over time. These will include, for example, rescue operations due to natural hazards or an increase in pest incidents. The third category of indicators will focus on **adaptation measures**, including the monitoring and evaluation of implemented measures.

► Indicators

There are only preliminary lists of indicators available currently. But the key themes include the following in relation to the three categories above: increase of extreme weather events, changes in the growing season, rescue operations related to natural hazards, number of electricity blackouts, increase of pests, increased health hazards, number of endangered species, water supply security, implementation of flood management plans (for river flooding and flooding from precipitation). The indicators were developed in a participatory process involving more than 200 stakeholders.

3. Operationalization

► Data collection and analysis

Data sources and analysis methods are currently under development. The monitoring group on climate change adaptation is likely to coordinate, whilst data will be gathered by all administrative sectors. Existing data and indicators will be used as much as possible. Synergies are also being sought at the national level, for example with the sustainable development goals.

► Institutional arrangements

The monitoring group on climate change adaptation will coordinate and provide the information to the government. The national adaptation plan is coordinated by the Ministry of Agriculture and Forestry and all administrative sectors are represented in the national network.

► Resources needed

The development of the M&E system has been done in collaboration with the research and development sector. The funding has been made available through the Government's research funding instrument with the total sum being somewhere around half a million Euros.

4. Reporting and outlook

► Outputs and reporting

The details on communication and reporting are currently under development. Previously Finland published a report on the mid-term evaluation of the implementation of the National Adaptation Strategy in 2009 and a report of its final review in 2013.





► Lessons to date

A number of lessons have been identified in the mid-term review, as well as in the 2013 evaluation, which have been taken into account in developing the M&E framework. These include the need to identify the key vulnerabilities and risks, as well as the need to identify adaptive and effective policy tools for steering different actors for adaptation. Also, whilst the sector-based mainstreaming approach has been effective in pushing forward adaptation within administrative sectors, assessment of cross-sectoral risks and adaptation measures have been lacking. In addition, there is a further need to support practice-oriented research and communication.

► What's next?

The M&E system is expected to be finalised in 2018 and implemented from 2019 onwards.

For further information

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References

- [Mid-term evaluation of the implementation of Finland's National Strategy for Adaptation to Climate Change 2009](#), Ministry of Agriculture and Forestry.
- [Evaluation of the 2005 National Adaptation Strategy \(2013\)](#). (in Finnish)
- [Revised National Adaptation Plan \(2014\)](#).

This factsheet is part of a [series of factsheets about national adaptation M&E systems](#). The series was initially published as part of the 2014 study ['Monitoring and Evaluating Adaptation at Aggregated Levels: A comparative analysis of ten systems'](#) by GIZ & IISD. All country factsheets are available on www.AdaptationCommunity.net under 'Monitoring & Evaluation'.

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