



Adaptation preparedness scoreboard:

Draft country fiche for Luxembourg

Disclaimer

This draft country fiche was prepared in the context of the implementation of the EU's Strategy for Adaptation to Climate Change (EUAS). The indicators were developed and agreed with experts from the Member States (MS). This draft version of the fiche is published as background information to the public stakeholder consultation about the evaluation of the EUAS running from early December 2017 to early March 2018. It constitutes work in progress, a particular stage of information collection and dialogue between the Commission and the Member States. It presents a snapshot of the status in the country as of September or October 2017. The fiches are planned to be finalised and published as an annex to the strategy's evaluation report in the fourth quarter of 2018, before which they will be further updated and modified. Should you have any specific comments on the draft fiche, please send it to the mailbox CLIMA-CLIMATE-CHANGE-ADAPTATION@ec.europa.eu

Please note that the assessments (yes/no/in progress) need to be read in conjunction with the narrative that accompanies them. They assess the state of play *within* each country. While all effort has been made to ensure the coherence across fiches in the assessment of the same indicator, it should not be directly compared across the MS. Two countries with a "yes" on the same indicator could have a different national situation leading to that assessment. Not all indicators have the "in progress" status, some can only be "yes" or "no". For a more detailed explanation of what each indicator means and how its value is determined, please refer to the description of the scoreboard, a document published alongside the country fiches.

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POLICY FRAMEWORK

Adaptation strategies

A1. National adaptation strategy

Luxembourg's Council of Ministers adopted a "National Adaptation Strategy on Climate Change"¹ (NAS) in June 2011, prioritising 4 sectors: biodiversity, water, agriculture and forestry. These four sectors received also most attention in vulnerability assessments led at national level essentially by the Gabriel Lippmann Public Research Centre.

Luxembourg's national adaptation strategy is not a free-standing document. Strategic considerations on adaptation are included as a section of the 2011 "Paquet Climat". The section on adaptation, the NAS, defines adaptation priorities in the 4 key areas mentioned above, but concrete suggestions for implementing adaptation-related activities, sources of funding, attribution of responsibility for implementation and other key elements of a NAS are missing.

¹ Partenariat pour l'environnement et le climat (2011). Paquet Climat. Available at: http://www.developpement-durable-infrastructures.public.lu/fr/developpement-durable-infrastructures/partenariat/Paquet_Climat_integral.pdf

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The 2011 strategy is currently being revised and should be updated for end 2017-beginning 2018. The new strategy will tackle 13 key areas (Energy, Building & Living, Forestry, Infrastructures, Disaster Management, Urban planning, Agriculture, Health, Ecosystems & Biodiversity, Tourism, Territory Development, Water Management and Economy), that are the most impacted by higher and erratic rainfalls as well as by river flow regimes².

A2. Adaptation strategies adopted at subnational levels

Given the small size and the administrative organisation of the country, climate adaptation policy is entirely driven at national level. There is no self-governing sub-national level in Luxembourg. Municipalities (or *communes* in French) are involved in the climate policy through a Climate Pact between the State and the *communes*, which entered into force in January 2013³. Under this Pact, the national level can financially support *communes* implementing mitigation and energy efficiency measures. No similar initiative exists for adaptation, but the Pact would provide an appropriate platform for this.

Adaptation action plans

B1. National adaptation plan

A national adaptation plan (NAP) is not adopted. In May 2013, the Government adopted the second Climate Action Plan⁴, which focuses on mitigation measures, and refers to the 2011 Adaptation Strategy.. Section 2.7 of this document refers to developing an adaptation strategy has a rather narrow scope, mentioning land use, and more concretely agroforestry measures and optimising the carbon storage in forests and agricultural soils.

B2. Adaptation plans adopted at sub-national level

As the national adaptation policy process is in early phases of formulation, no sub-national adaptation plans have been formulated yet. Furthermore, as stated, the subnational level is not relevant for Luxembourg, except for the *communes*.

B3. Sectoral adaptation plans

There are limited adaptation actions embedded in sectoral strategies and action plans. River Basin and Flood Risk Management Plans contain adaptation actions mostly related to flood prevention and management. Luxembourg participated in the elaboration of the Adaptation Strategy for the Rhine Basin⁵ by the International Commission for the Protection of the Rhine, which was adopted in 2015.

² Gouvernement du Grand-Duché de Luxembourg (2014) Programme gouvernemental. Available at: <https://www.gouvernement.lu/3322796/Programme-gouvernemental.pdf>

³ Ministère du Développement durable et des Infrastructures (undated) Pacte Climat. Available at: <http://www.pacteclimat.lu/fr>

⁴ Ministère du Développement durable et des Infrastructures (2013). 2. Nationaler Aktionsplan Klimaschutz. Available at: http://www.developpement-durable-infrastructures.public.lu/fr/actualites/articles/2013/05/presentation_plan_action_climat/2_Nationaler-Aktionsplan-Klimaschutz.pdf

⁵ ICPDR (2015). The Danube River Basin District Management Plan. Part A – Basin-wide overview. Available via: <https://www.icpdr.org/main/management-plans-danube-river-basin-published>.

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SCOREBOARD

Step A: preparing the ground for adaptation

1. Coordination structure

1a. A central administration body officially in charge of adaptation policy making

Yes / No

In Luxembourg, the **Ministry of Sustainable Development and Infrastructures**, (Ministère du Développement durable et des Infrastructures)⁶ and within it the Department of the Environment, is in charge of adaptation policy-making.

1b. Horizontal (i.e. sectoral) coordination mechanisms exist within the governance system, with division of responsibilities

Yes / In progress / No

No formal intersectoral or interministerial committee being operational for coordination of adaptation policy has been set up. Systematic coordination, including during the implementation phase of the NAS, is not yet in place. However, coordination meetings and inter-ministerial consultations are held to develop the new strategy. Since the NAS will define measures to be implemented for each sector, the different relevant Ministries will be indicated as responsible for these sectors. The covered sectors are: Building and living, Energy, Forestry, Infrastructures, Disaster management, Territorial planning, Agriculture and animal health, Human health, Ecosystems and Biodiversity, Tourism, Urban Areas, Water management, and Economy.

1c. Vertical (i.e. across levels of administration) coordination mechanisms exist within the governance system, enabling lower levels of administration to influence policy making.

Yes / In progress / No

As the adaptation policy process is in early phases of formulation, there is no evidence of a vertical coordination mechanism within the governance system for adaptation policy. Luxembourg has no signatories to the Covenant of Mayors for Climate and Energy for the Adaptation commitment.

Both the Luxembourgish River Basin Management Plan and the Flood Risk Management Plan have chapters dedicated to climate change impacts.⁷

⁶ <http://www.developpement-durable-infrastructures.public.lu/fr/index.php>

⁷ River Basin Management Plan: Chapter 3, page 69 ([http://geoportail.eau.etat.lu/pdf/plan%20de%20gestion/FR/2e%20plan%20de%20gestion%20pour%20le%20Luxembourg%20\(2015-2021\)_22.12.2015.pdf](http://geoportail.eau.etat.lu/pdf/plan%20de%20gestion/FR/2e%20plan%20de%20gestion%20pour%20le%20Luxembourg%20(2015-2021)_22.12.2015.pdf)); Flood Risk Management Plan: Chapter 3.5, page 32 (https://eau.public.lu/directive_cadre_eau/directive_inondation/1er-cycle/HWRML-PL_final/HWRM-PL_2015_final_FR_1609201.pdf).

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2. Stakeholders' involvement in policy development

2a. A dedicated process is in place to facilitate stakeholders' involvement in the preparation of adaptation policies

Yes / **No**

There was no stakeholder consultation during the development of the 2011 NAS. However, a public consultation and the involvement of stakeholders is foreseen for the revision of the new NAS. Thus, the Luxembourgish Institute of Science and Technology (LIST) actively participates in the development of the NAS.

2b. Transboundary cooperation is planned to address common challenges with relevant countries

Yes / No

Transboundary cooperation does take place to address common challenges with neighbouring countries. This relates mostly to cooperation in the framework of the international bodies for the Rhine⁸, Moselle and Sarre⁹ and Meuse¹⁰ river basins. As an example, Luxembourg took part in the development of the Adaptation Strategy for the Rhine Basin.

The 2011 NAS mentioned transboundary measures (e.g. monitoring of animal diseases due to transboundary animal moving, management of transboundary ecological corridors). The NAS also referred to the transboundary work done in the international river commissions (International Commission for the Protection of the Rhine (ICPR), Commission Internationale de la Meuse (CIM) and Commissions Internationales pour la Protection de la Moselle et de la Sarre (CIPMS)). This should also be the case in the revised NAS.

Step B: assessing risks and vulnerabilities to climate change

3 Current and projected climate change

3a. Observation systems are in place to monitor climate change, extreme climate events and their impacts

Yes / **In progress** / No

MeteoLux, the national weather service in Luxembourg, a department of the Aviation Administration of the Ministry of Sustainable Development and Infrastructures, operates one meteorological synoptic station and one aeronautical meteorological station, both located at Luxembourg airport. The synoptic data, and especially Essential Climate Variables like temperature and precipitation, are available in electronic form for data going back to 1947.

Luxembourg is a member of the European National Meteorological Services Network and of the European Space Agency.

⁸ <http://www.iksr.org>

⁹ <http://iksms-cipms.org>

¹⁰ <http://www.cipm-icbm.be>

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In addition, Luxembourg counts on its own hydroclimatic monitoring network, with stations maintained by the Water Agency, the Civil Defence Service and the Agriculture Technical Services Administration. This monitoring is used, for instance, for the design of flood protection measures.

MeteoLux publishes monthly summaries of the weather, using as a reference period 1981-2010. Annual climate reports compare annual data to the 1961-1990 reference period and state "extremes and peculiarities", such as the heat wave in August 2016. Impacts of such events are not discussed.

Climate data is recorded by MeteoLux from the Administration de la Navigation Aérienne du Luxembourg, using data collection from the Findel/Airport meteorological station (WMO ID = 06590). The station collects all relevant meteorological variables such as air temperature, relative humidity, precipitation, wind speed, wind direction and various radiation variables, since 1947. In the case of extreme weather events, studies on rainfall and air temperature are available for Luxembourg. Extreme winter flooding have been recorded for January 1993, January 2003 and January 2011, where data on the water flow and water level is available. Information on the amount of material and financial loss is only partially collected by some authorities. During environmental disasters, the Ministry of the Family sets up a Social Relief Commission ("Commission de secours sociaux demandés à la suite de catastrophes naturelles") to help victims of disasters. In the same way, the insurance commissioner has some information about the number of people compensated. However, not all affected persons make use of the Social Relief Commission or the insurance companies. The information collected therefore only concerns the persons who contact these two different institutions. Consequently, as not all data on, e.g., casualties, financial losses, is being kept, performance on this indicator is assessed as being 'in progress'.

3b. Scenarios and projections are used to assess the economic, social and environmental impacts of climate change, taking into account geographical specificities and best available science (e.g. in response to revised IPCC assessments)

Yes / **In progress** / No

Scenarios and projections are presented in the 6th National Communication to the UNFCCC (2014) using Global Climate Models RCM combinations, and analysing impacts on the basis of the FP6 Ensembles project¹¹. The Luxembourg Institute of Science and Technology (LIST, previously the Centre de Recherche Public Gabriel Lippmann) is working on the detailed analysis of the high-resolution COSMO-CLM projections for Luxembourg. Additionally, it is intended to include the data provided by the CORDEX project in the analyses. LIST is also conducting research on rainfall and extreme flooding.

There is evidence that these scenarios and projections are used to assess the environmental impacts of climate change only. An assessment of economic and social impacts of climate change remains to be done.

¹¹ Ministère du Développement durable et des Infrastructures (2014). Sixth National Communication of Luxembourg under the United Nations Framework Convention on Climate Change. Available at: http://unfccc.int/files/national_reports/annex_i_natcom/submitted_natcom/application/pdf/dev_nc6_final.pdf

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3c. Sound climate risks/vulnerability assessments for priority vulnerable sectors are undertaken to support adaptation decision making

Yes / **In progress** / No

Luxembourg's 6th National Communication to the UNFCCC (2014) mentions that "a thorough vulnerability assessment has not been done yet". Preliminary sectoral vulnerability analyses were done for agriculture, forestry, biodiversity, drought, human health, infrastructure and economy on the basis of expert judgement. The vulnerability analysis for water/floods is more sophisticated and based on monitoring data and projections from the International Commission for the Protection of the Rhine (ICPR) and the International Commission for the Protection of the Moselle and the Saar (ICPMS)¹². However, a more sound climate risk/vulnerability assessment remains to be done in the framework of the national adaptation policy formulation process.

3d. Climate risks/vulnerability assessments take transboundary risks into account, when relevant

Yes / **In progress** / No

Transboundary risks have been taken into account when it comes to the water/floods sector¹³. Whether a similar approach has been applied for other sectors remains unclear.

4. Knowledge gaps

4. Work is being carried out to identify, prioritise and address the knowledge gaps

Yes / In progress / **No**

Climate change adaptation is a relatively new topic in the environment and climate action discourse in Luxembourg. As such, there appears to be a lack of discourse between the key stakeholders (research/science, administration, private sector) on the research priorities with regards to adaptation. A comprehensive set of knowledge gaps on climate change and climate change adaptation has not been formulated.

5. Knowledge transfer

5a. Adaptation relevant data and information is available to all stakeholders, including policy makers (e.g. through a dedicated website or other comparable means)

Yes / In progress / **No**

An adaptation-dedicated information source such as a website could not be found for Luxembourg.

¹² Ibid.

¹³ Ibid.

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5b. Capacity building activities take place; education and training materials on climate change adaptation concepts and practices are available and disseminated

Yes / In progress / **No**

No evidence seems to be available of regular dissemination of education and training materials on adaptation.

Step C: identifying adaptation options

6 *Adaptation options' identification*

6a. Adaptation options address the sectoral risks identified in 3c, the geographical specificities identified in 3b and follow best practices in similar contexts

Yes / **No**

The 2011 National Adaptation Strategy mentions some potential adaptation actions for the priority sectors identified: biodiversity, water, agriculture and forestry. However, the range and number of measures identified under each of these 4 sectors varies markedly, and several of these measures are at this stage underdeveloped or too broad (e.g. "conservation and restoration of wetlands" without specifying further). Furthermore, it couldn't be concluded whether the measures result from risk assessments, but appear to be rather the results of the exchange of information among central administration bodies or expert groups.

6b. The selection of priority adaptation options is based on robust methods (e.g. multi-criteria analyses, stakeholders' consultation, etc.) and consistent with existing decision-making frameworks

Yes / **No**

It is unclear if the adaptation options considered have been prioritised on the basis of solid methodology.

6c. Mechanisms are in place to coordinate disaster risk management and climate change adaptation and to ensure coherence between the two policies

Yes / In progress / **No**

The High Commissioner for the National Protection (HCPN) is an administration coordinating disaster risk management. The administration was created by a law that describes its missions¹⁴. However, no evidence could be found of an institutional mechanism in place to coordinate disaster risk management and climate change adaptation policy making.

¹⁴ Loi du 23 juillet 2016 portant création d'un Haut-Commissariat à la Protection nationale, <http://data.legilux.public.lu/file/eli-etat-leg-memorial-2016-137-fr-pdf.pdf>.

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7. Funding resources identified and allocated

7. Funding is available to increase climate resilience in vulnerable sectors and for cross-cutting adaptation action

Yes / In progress / **No**

The National Adaptation Strategy is not backed by a specific funding allocation and commitment. No evidence could be found of adaptation-related funding in vulnerable sectors or for cross-cutting adaptation measures.

Step D: Implementing adaptation action

8. Mainstreaming adaptation in planning processes

8a. Consideration of climate change adaptation has been included in the national frameworks for environmental impact assessments

Yes / **No**

On the inclusion of adaptation considerations in the national framework for environmental impact assessments (EIA), revision of national legislation transposing the revised EIA Directive is currently under way.

8b. Prevention/preparedness strategies in place under national disaster risk management plans take into account climate change impacts and projections

Yes / **No**

Early warning systems are in place for floods hazards, with outreach to communities. Luxembourg has not yet started to adapt risk assessment and intervention plans to account for current and projected climate extremes.

8c. Key land use, spatial planning, urban planning and maritime spatial planning policies take into account the impacts of climate change

Yes / **No**

Formal consultations between the various government sectors take place on a regular basis, both at the ministerial level and at the level of the agents working with the various ministries. For example, government or ministry officials participate in inter-ministerial working groups in the fields of land use planning, spatial planning and economic development. However, it is unclear whether key land use and spatial planning policies take into account the impacts of climate change.

8d. National policy instruments promote adaptation at sectoral level, in line with national priorities and in areas where adaptation is mainstreamed in EU policies

Yes / In progress / **No**

There is no indication that national policy instruments promote adaptation at sectoral level.

8e. Adaptation is mainstreamed in insurance or alternative policy instruments, where relevant, to provide incentives for investments in risk prevention

Yes / **No**

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No evidence could be found that adaptation is mainstreamed in insurance or alternative policy instruments to provide incentives for investments in risk prevention.

9. Implementing adaptation

9a. Adaptation policies and measures are implemented, e.g. as defined in action plans or sectoral policy documents

Yes / In progress / **No**

In the absence of a national adaptation plan, it can be concluded that coordinated implementation of the adaptation measures, as defined in action plans, has not yet started.

The Rural Development Programme 2014-2020 recognises the threats of climate change, mainly to agriculture and proposes several measures (e.g. preserve soil quality, protecting animals against heat, use resilient crops, intensification of land use).

9b. Cooperation mechanisms in place to foster and support adaptation at relevant scales (e.g. local, subnational)

Yes / **No**

Systematic cooperation mechanisms for fostering adaptation at sub-national level do not seem to be yet in place.

9c. Procedures or guidelines are available to assess the potential impact of climate change on major projects or programmes, and facilitate the choice of alternative options, e.g. green infrastructure

Yes / **No**

It is unclear whether specific procedures or guidelines are available to assess the potential impact of climate change on the resilience of infrastructure.

9d. There are processes for stakeholders' involvement in the implementation of adaptation policies and measures

Yes / **No**

As the national adaptation policy formulation process is in its early phases, there does not seem to be any stakeholders' involvement in the implementation of adaptation policies and measures.

Step E: Monitoring and evaluation of adaptation activities

10. Monitoring and reporting

10a. NAS/NAP implementation is monitored and the results of the monitoring are disseminated

Yes / **No**

No evidence could be found that NAS implementation is monitored.

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10b. The integration of climate change adaptation in sectoral policies is monitored and the results of the monitoring are disseminated

Yes / **No**

The legal framework foresees the integration of climate change adaptation in sectoral policies, but this is not done systematically or monitored yet. No evidence of indicators being used or developed.

10c. Regional, sub-national or local action is monitored and the results of the monitoring are disseminated

Yes / **No**

No evidence could be found of vertical cooperation among governance level allowing the collection of information on adaptation action at the subnational level.

11. Evaluation

11a. A periodic review of the national adaptation strategy and action plans is planned

Yes / **No**

The 2011 strategy was planned to be revised and updated for 2016, but is not yet available. A periodic review of adaptation strategy and action plans has not yet been planned.

11b. Stakeholders are involved in the assessment, evaluation and review of national adaptation policy

Yes / **No**

For the development of the Climate Action Plan, stakeholders were involved from business, trade unions and NGOs. No evidence could be found of the involvement of stakeholders in the further development, assessment and review of the national adaptation policy.

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SUMMARY TABLE

Adaptation Preparedness Scoreboard		
No.	Indicator	Met?
Step A: Preparing the ground for adaptation		
1 <i>Coordination structure</i>		
1a	A central administration body officially in charge of adaptation policy making	<u>Yes</u> / No
1b	Horizontal (i.e. sectoral) coordination mechanisms exist within the governance system, with division of responsibilities	Yes / <u>In progress</u> / No
1c	Vertical (i.e. across levels of administration) coordination mechanisms exist within the governance system, enabling lower levels of administration to influence policy making.	Yes / In progress / <u>No</u>
2 <i>Stakeholders' involvement in policy development</i>		
2a	A dedicated process is in place to facilitate stakeholders' involvement in the preparation of adaptation policies	Yes / <u>No</u>
2b	Transboundary cooperation is planned to address common challenges with relevant countries	<u>Yes</u> / No
Step B: Assessing risks and vulnerabilities to climate change		
3 <i>Current and projected climate change</i>		
3a	Observation systems are in place to monitor climate change, extreme climate events and their impacts	Yes / <u>In progress</u> / No
3b	Scenarios and projections are used to assess the economic, social and environmental impacts of climate change, taking into account geographical specificities and best available science (e.g. in response to revised IPCC assessments)	Yes / <u>In progress</u> / No
3c	Sound climate risks/vulnerability assessments for priority vulnerable sectors are undertaken to support adaptation decision making.	Yes / <u>In progress</u> / No
3d	Climate risks/vulnerability assessments take transboundary risks into account, when relevant	Yes / <u>In progress</u> / No
4 <i>Knowledge gaps</i>		
4	Work is being carried out to identify, prioritise and address the knowledge gaps	Yes / In progress / <u>No</u>
5 <i>Knowledge transfer</i>		
5a	Adaptation relevant data and information is available to all stakeholders, including policy makers (e.g. through a dedicated website or other comparable means).	Yes / In progress / <u>No</u>
5b	Capacity building activities take place; education and training materials on climate change adaptation concepts	Yes / In progress / <u>No</u>

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Adaptation Preparedness Scoreboard		
No.	Indicator	Met?
	and practices are available and disseminated	
Step C: Identifying adaptation options		
6 Identification of adaptation options		
6a	Adaptation options address the sectoral risks identified in 3c, the geographical specificities identified in 3b and follow best practices in similar contexts	Yes / No
6b	The selection of priority adaptation options is based on robust methods (e.g. multi-criteria analyses, stakeholders' consultation, etc.) and consistent with existing decision-making frameworks	Yes / No
6c	Mechanisms are in place to coordinate disaster risk management and climate change adaptation and to ensure coherence between the two policies	Yes / In progress / No
7 Funding resources identified and allocated		
7	Funding is available to increase climate resilience in vulnerable sectors and for cross-cutting adaptation action	Yes / In progress / No
Step D: Implementing adaptation action		
8 Mainstreaming adaptation in planning processes		
8a	Consideration of climate change adaptation has been included in the national frameworks for environmental impact assessments	Yes / No
8b	Prevention/preparedness strategies in place under national disaster risk management plans take into account climate change impacts and projections	Yes / No
8c	Key land use, spatial planning, urban planning and maritime spatial planning policies take into account the impacts of climate change	Yes / No
8d	National policy instruments promote adaptation at sectoral level, in line with national priorities and in areas where adaptation is mainstreamed in EU policies	Yes / In progress / No
8e	Adaptation is mainstreamed in insurance or alternative policy instruments, where relevant, to provide incentives for investments in risk prevention	Yes / No
9 Implementing adaptation		
9a	Adaptation policies and measures are implemented, e.g. as defined in action plans or sectoral policy documents	Yes / In progress / No
9b	Cooperation mechanisms in place to foster and support adaptation at relevant scales (e.g. local, subnational)	Yes / No
9c	Procedures or guidelines are available to assess the potential impact of climate change on major projects or programmes, and facilitate the choice of alternative options, e.g. green	Yes / No

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Adaptation Preparedness Scoreboard		
No.	Indicator	Met?
	infrastructure	
9d	There are processes for stakeholders' involvement in the implementation of adaptation policies and measures.	Yes / No
Step E: Monitoring and evaluation of adaptation activities		
10 <i>Monitoring and reporting</i>		
10a	NAS/NAP implementation is monitored and the results of the monitoring are disseminated	Yes / No
10b	The integration of climate change adaptation in sectoral policies is monitored and the results of the monitoring are disseminated	Yes / No
10c	Regional-, sub-national or local action is monitored and the results of the monitoring are disseminated	Yes / No
11 <i>Evaluation</i>		
11a	A periodic review of the national adaptation strategy and action plans is planned	Yes / No
11b	Stakeholders are involved in the assessment, evaluation and review of national adaptation policy	Yes / No