D4.8 – Mid-term policy brief on enabling conditions

WP4 – Task 4.3

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Table of contents

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Executive Summary

The Pathways2Resilience project focuses on defining enabling conditions to accelerate transformative change towards resilience and climate adaptation. The project uses the Regional Resilience Journey (RRJ) framework, detailed in Deliverable D4.1 "Regional Resilience Journey Implementation Guide", which includes the steps: preparing the ground, building a shared vision, and defining pathways.

Through Pathways2Resilience, 100 cities and regions across Europe are applying the Regional Resilience Journey (RRJ), a structured framework that embeds adaptation into governance, planning, and investment decisions. This document builds on the work developed so far, summarising the key insights obtained and providing a set of levers that should be considered by policymakers who want to build regions' long-term resilience.

Keywords

Key enabling conditions, Regional Resilience Journey, Resilience Pathways, Adaptation Policy.

Abbreviations and acronyms

Acronym	Description
WP	Work Package
EMACC	European Mission on Adaptation to Climate Change
KEC	Key Enabling Conditions
P2R	Pathways2Resilience
RRJ	Regional Resilience Journey

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1 Introduction

Climate change is already shaping Europe's landscapes, societies, and economies, creating new risks and intensifying existing vulnerabilities (European Environment Agency, 2024). Addressing these challenges is a key focus of the European Green Deal and the purpose of the EU Mission on Adaptation to Climate Change. Additionally, the European Commission has initiated a new EU-wide integrated framework for climate resilience and risk management (expected in quarter four of 2026, started with a call for evidence and currently under a public consultation process), underscoring the urgency of aligning policies, investments, and actions across governance levels.

Regions and local authorities are at the forefront of both the impacts and solutions. They face the direct consequences of extreme weather and long-term climate shifts, while also being critical actors in testing, implementing, and scaling adaptation measures. However, regions and local authorities must establish an appropriate enabling environment that allows adaptation strategies to not only work effectively under multiple future climate conditions but also drive meaningful systemic change.

The Pathways2Resilience (P2R) project, working under the EU Mission on Adaptation to Climate Change (EMACC), supports regions in navigating their Regional Resilience Journey (RRJ), a structured approach to foster regional transformations towards long-term resilience. In this process, building on the initial framework in the EMACC Implementation Plan, six Key Enabling Conditions (KEC) have been identified as essential for regional transformation:

1. Governance, engagement and collaboration
2. Finance and resources
3. Knowledge and data
4. Behavioural change
5. Capabilities and skills
6. Experimentation and learning

These enabling conditions build on those identified in the Mission Implementation Plan (European Commission, 2023) and were described in detail in P2R Deliverable 4.3 (Arbau, Pirzan-Palomar and Jaiyeola, 2024), alongside enabling actions and good practice examples, and have since been applied in the project's deep dives[1] to explore challenges and opportunities in greater depth.

2 How the mid-term brief was developed

This mid-term policy brief summarises key insights on the six enabling conditions. It draws on the authors' experiences in delivering the Pathways2Resilience project – including the capacity building training and in-depth 1-1 support to four European regions – in Ithaka (GR), Arnhem and Nijmegen (NL), London (UK) and Marche (Italy). It also builds on Deliverable 4.3, and a series of deep dives with experts, in alignment with the RRJ. The insights were further gathered

[1] Deep Dives are communities of experts from different fields (including scientific, engagement, policy, and practice experts) aiming to exchange knowledge around key enabling conditions for climate resilience.

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through a series of online or in-person workshops. A major workshop was held at the 2025 European Urban Resilience Forum (EURESFO), which brought together a wide range of stakeholders to discuss the barriers and solutions in fostering key enabling conditions for transformative change. Importantly, this policy brief also builds on the work developed by partners under WP5 on adaptation finance.

Based on the experience above, key insights on enabling conditions are synthesised by experts from the P2R consortium into a series of 'policy levers' - changes that could be made by public institutions to policies, investments and regulations that would further boost progress on transformative adaptation planning at the regional level. Particularly, a detailed chapter on the 'Finance and Resources' KEC reflects the efforts of project partners to advance knowledge in this area.

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3 Policy levers

The six KECs identified in Pathways2Resilience are understood as the foundations enabling the complex process of transformational adaptation for regions. Together, these conditions create a regional environment where ideas align, initiatives synergise, and resilience efforts gain both momentum and long-term sustainability.

From the outset of developing a regional Climate Resilience Strategy using the RRJ, it is crucial to establish and continuously strengthen these six conditions to achieve a transition towards climate resilience. This chapter summarises the mid-term insights on each enabling condition and highlights the policy levers available to EU, national, and regional/local actors to reinforce them.

3.1 Governance, engagement and collaboration (including the establishment of multilevel, multistakeholder and cross-sectoral governance structures)

Mid-term Insights

Through Pathways2Resilience, 100 cities and regions across Europe are applying the Regional Resilience Journey (RRJ), to embed adaptation into governance, planning, and investment decisions. As part of the RRJ, stronger governance foundations are emerging through cross-departmental and multi-stakeholder structures that bring together environment, infrastructure, health, economy, and civil society actors. Co-created visions for resilience engage communities, businesses, and public authorities in shaping inclusive, long-term objectives. Additionally, integrated, multi-sector pathways that combine nature-based solutions, climate-proofed infrastructure, water management, and social services, are helping regions to align priorities and resources. Evidence shows that deliberative and participatory governance not only accelerates action but also strengthens innovation and adaptive capacity at the regional level.

Policy Levers

Policymakers at EU level can strengthen this enabling condition by:

- Supporting multilevel governance structures that align adaptation efforts across the local, regional, national, and EU levels.
- Facilitating cross-sectoral collaboration and integrating diverse expertise to develop interdisciplinary solutions.
- Promoting participatory and deliberative processes that foster stakeholder and citizen engagement, building ownership and acceptance.
- Considering reforms in existing governance systems to address broader structural or economic constraints that may hinder resilience efforts.

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To operationalise these policy levers which could enhance governance arrangements, tailored policy levers can be activated at the EU, national, and regional/local levels, each addressing their specific roles and responsibilities in advancing resilience:

At EU level – Setting the overarching framework and guidance, leveraging and building on the experience of the EU Mission on Adaptation:

- Incentivising Member States to establish mandatory multi-level climate dialogues that align adaptation goals across governance levels.
- Providing guidance and funding for institutionalising citizen participation in adaptation governance.

At national level - Ensuring coordination across ministries and with regions:

- Creating permanent inter-ministerial resilience committees to align sectoral policies with regional strategies.
- Conditioning adaptation funding on evidence of participatory planning and functioning cross-sectoral governance structures.

At regional/local level - Driving implementation and citizen engagement:

- Establishing resilience task forces within administrations to coordinate across departments and liaise with higher governance levels.
- Designing cross-sector adaptation portfolios (e.g., water–health–energy) that overcome silos and generate co-benefits.
- Embedding citizen assemblies or resilience councils into long-term governance structures to ensure continuity, legitimacy, and accountability.

3.2 Finance and resources

Mid-term Insights

Pathways2Resilience's guidance on the Adaptation Investment Cycle (AIC) demonstrates that to implement climate resilience strategies at scale, regions need to secure and manage financial resources throughout their RRJ. The AIC provides a structured approach to translate high-level strategies into financed adaptation actions aligned with regional needs and adaptation action plans. Evidence from participating cities and regions highlights several challenges and opportunities:

Capacity building gaps (development vs. implementation; financing know-how): While significant technical support exists through InvestEU, MIP4Adapt, European Investment Bank (EIB), and the Covenant of Mayors, most support focuses on project development rather than implementation. Local and regional authorities report the need for deeper capacity to operationalize financing approaches, including climate-resilient PPPPs; the insurance sector could also play a role by sharing data and decision-support expertise. Furthermore, developing

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Climate Resilience Investment Plans is a new process for many regions, which often lack the skills and experience needed to navigate adaptation financing challenges such as deep uncertainty, limited revenues, and long payback periods.

Strategic planning as a prerequisite: Adaptation Investment Plans and pipelines of bankable projects tailored to regional needs are essential to mobilise public and private finance; yet many regional and national plans still lack investment strategies or incentives for private engagement.

Aligning public finance with resilience objectives: Public finance and budgeting approaches must explicitly integrate resilience goals, for example through green budgeting and cross-sectoral priorities, to ensure climate resilience is mainstreamed into fiscal decision-making.

Lack of clarity on roles and responsibilities: The EU Adaptation Strategy does not assign responsibility for climate risks or adaptation; this should be addressed in the upcoming EU Climate Resilience and Risk Management Integrated Framework. Currently, the private sector tends to finance and deliver measures that protect value or generate returns, while Member States and Local and Regional Authorities (LRAs) address public goods and market failures. This leads to confusion for LRAs over who provides upfront financing versus who ultimately funds adaptation.

Limited information on adaptation finance needs and flows: There is very little publicly available data on adaptation investment needs by Member States or on current spending at EU and national levels. Pilot studies (e.g. World Bank, 2024) have produced fragmented estimates[2], and reporting on subnational resource mobilisation remains voluntary under the Mission platform. Data quality and comparability are limited, with large variations in reported adaptation costs[3].

Constraints on EIB adaptation finance: The EIB has historically played an active and innovative role in supporting the scaling and uptake of climate financing. However, the fundamental characteristics of adaptation limit the potential applicability of typical products for cities and regions to support dedicated adaptation projects. Although the EIB mobilised €2.7bn for adaptation in 2023, only two projects were exclusively focused on adaptation. This suggests most investments have concentrated on climate-proofing rather than dedicated adaptation projects. Whilst this is to be supported and enabled, more should be done for dedicated adaptation, or to support innovative financial approaches.

Fragmented technical assistance (TA): Adaptation projects typically have a higher set of information needs for development than many other projects[4] and currently many regions struggle to navigate this landscape. Existing support (e.g., EIB, InvestEU, JASPERS) only

[2] Currently available data is of variable quality, with different institutions reporting proportions of adaptation spend differently, and issues with delineation between mitigation and adaptation. For instance, analysis conducted by the consortium highlights that the total cost of reported actions in plans jumped from €8n in 2022 to €20bn in 2023. This total size is likely to be unrealistic when considered in the context of the 2024 EU budget of €199.44bn (European Council, 2024)
[3] This led the Pathways2Resilience team to request for information on current spend.
[4] Caused by the need to consider multiple climate scenarios, as well as the need for detailed modelling to create business as usual scenarios and estimates of the effectiveness of adaptation

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partially covers adaptation project preparation[5]. The demand for the Mission TA highlights the scale of unmet need for coordinated and accessible support.

Political and fiscal barriers: Beyond technical issues, many regions lack legal authority or political support to raise local revenues for adaptation. Even where powers exist, they may be unwilling to use them, constraining the diversification of finance sources.

Need for innovation and systematic mapping in adaptation finance: New business models are required to distribute risk, engage new actors, and align contributions with those who benefit. Pilots such as the Adaptation Finance Innovation Lab (Pathways2Resilience, 2026) are a starting point, but Europe needs a more permanent and structured mechanism to scale promising approaches. This should be coupled with a **systematic mapping of existing financial instruments**, identification of gaps, and development of **new tools** where needed.

Policy Levers

Policymakers at EU level can strengthen this enabling condition by:

- **Boosting capacity building support for LRAs** to not only design but also implement financing approaches, with targeted advice on instruments such as climate-resilient PPPPs and opportunities to leverage insurance sector expertise. Ensuring adequate training, funding and resources to support regions throughout the RRJ, including approval and resourcing for developing Adaptation Investment Plans.
- **Embedding strategic finance as an integral part of resilience planning**, ensuring that financial mechanisms support each step of the RRJ and the broader transformation agenda.
- **Clarifying adaptation roles and responsibilities** across public and private actors to signal who finances, funds, delivers, and benefits from adaptation actions, reducing uncertainty for LRAs.
- **Improving estimates and transparency of adaptation finance needs and flows** by including these requirements in existing reporting (e.g., via Article 44 of the Governance Regulation[6]) and including use of Public Financial Management tools, such as Climate Budget Tagging, bottom-up studies or economic models. Additionally, applying green budget tagging in the next Multi Annual Financial Framework[7] could also provide consolidated information on current spend by European institutions and programmes. The Commission could also consider the potential of making subnational resource mobilisation[8] a mandatory condition of participation in the EU Mission. However, this would require improving data quality and reliability (e.g. adopting standardised reporting methodologies such as MDB principles for climate finance tracking)
- **Increasing innovation and flexibility within the EIB** to develop and scale dedicated adaptation products (e.g., guarantees, blended finance and proactive engagement with

[5] JASPERS is focused on support to specific EU programmes (e.g. Cohesion fund), whilst EIB TA is earmarked for those projects with a realistic prospect of lending.
[6] Reporting on National Energy and Climate Plans under Article 44 of Regulation **(EU) 2018/1999 of the European Parliament and of the Council of 11 December 2018 on the Governance of the Energy Union and Climate Action**
[7] European Commission, 2025
[8] Currently voluntary reported through the Mission platform on adaptation (EEA, 2025)

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those taking forward the development of new business models). Such approaches may require wider considerations within the Multi-Annual Financial Framework but could also be housed more practically through the EIB's existing role in the Mission Cities Capital Hub.

- **Providing a coordinated technical assistance facility** to help LRAs and communities prepare bankable or fundable adaptation projects, by aligning and expanding existing TA programmes (EIB, InvestEU, JASPERS, Mission TA). One option would be to extend the focus of the Capital Hub to play a more prominent coordination role, or to consider the role of a refreshed Mission Implementation Platform (MIP4ADAPT).
- **Facilitating access to EU-level instruments** such as InvestEU and MIP4Adapt to address financing gaps and build regional technical capacity.
- Leveraging private finance through **clear investment standards and risk disclosure requirements**, aligned with public funding and resilience objectives.
- **Supporting a long-term Adaptation Finance Lab** to pilot and scale new funding and financing arrangements[9]. Besides supporting new business models, such a Lab should identify actors and enabling conditions for such models[10].

3.3 Knowledge and data

Mid-term Insights

The experience of the P2R regions highlight that while European programmes like Copernicus and Climate-ADAPT provide valuable climate data, cities and regions still struggle to navigate scattered information and translate it into practical decisions. Overlapping reporting frameworks add to the complexity, sometimes creating competition rather than complementarity. Facilitating access to and use of knowledge and data, ranging from climate indicators to social, environmental and economic data, alongside local and community knowledge, is essential for managing risks, building adaptive capacity, and driving innovation. New tools such as digital twins, AI, and dynamic platforms can improve real-time access, analysis and usability of data for decision-making, while greater interoperability across reporting frameworks is needed to reduce duplication.

Policy Levers

Policymakers at EU level can strengthen this enabling condition by:

- Establishing an **integrated European adaptation data space** that brings together local, regional, national, and EU datasets under one governance system, ensuring priority climate-relevant data are free, standardised, and reusable across sectors. This

[9] A number of such accelerators and labs have been developed through international climate finance architecture. These provide support not just for meeting public adaptation needs, but also supporting the development of new adaptation goods and services.
[10] While is not possible to offer standardised models due to the place and context-specific nature of climate risks and adaptation, a number of promising concepts have been identified (Watkiss and England, forthcoming), for which variations are being replicated (e.g. Water Funds, Climate Resilience Districts).

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should include mandates for common data formats and curation, and the integration of citizen science approaches to address spatial and temporal gaps.

- **Harness emerging technologies** such as AI to improve interpretation, multilingual accessibility, and usability for regions and cities. This includes producing plain-language summaries, sector-specific briefs, and explainable model outputs, as well as converting large datasets into relevant regional or local "data packs" (e.g. with downscaled indicators, approved methods for bias-adjustment, and simple visuals for interpreting uncertainty).
- **Mapping and streamlining indicators** across reporting frameworks from policy domains beyond climate change (e.g., disaster-risk, water, health, environment and biodiversity) to reduce administrative burden and improve interoperability.

3.4 Behavioural change

Mid-term Insights

Pathways2Resilience highlights that behavioural change is a critical driver of climate adaptation. Local authorities can lead organisational change by creating a climate for change, ensuring leadership support across departments, following for example Kotter's eight step model[11]. This change, as climate adaptation itself, takes time. Local authorities should sustain the momentum through short term wins that keep citizens and stakeholders engaged in the long-term process[12]. Leveraging social tipping points and systemic leverage points can trigger wider shifts in collective behaviour and accelerate transformative action[13]. Practical tools such as sustainable public procurement, nudges, peer learning, and incentives help embed resilience and climate action in everyday decisions by both public actors and suppliers.

Equally important is fostering change at the community level. Aligning risk communication with citizens' values, using trusted messengers, and employing storytelling and accessible visuals make climate risks more tangible. When knowledge is tailored to local contexts and linked to direct daily benefits, it builds ownership and trust. Designing solutions with community input, while respecting local context, history, traditions, and livelihoods, ensures cultural relevance and strengthens public commitment to resilience.

Policy Levers

Policymakers at EU level can strengthen this enabling condition by:

[11] Kotter, J., 1996, Leading Change, Harvard Business School Press, Boston.

[12] Nienaber et al, 2023 describes how quick results halp citizens feel they have impact over the situation. Nienaber, A. M., Spundflasch, S., & Soares, A. E. (2023). Behavioural change in local authorities to increase organisational capacity. In *Capacity building in local authorities for sustainable transport planning* (pp. 81-98). Singapore: Springer Nature Singapore.

[13] Social tipping points are understood as moments when small changes trigger wider shifts in collective behaviour and systemic leverage points as strategic areas where interventions can produce large-scale effects.

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- **Supporting awareness-raising** campaigns and participatory engagement strategies that communicate climate risks in ways that resonate with diverse audiences and highlight resilience priorities.
- **Embedding locally-led adaptation (LLA) principles into EU level guidance** to ensure communities are meaningfully involved in the design and implementation of adaptation initiatives.
- Identifying and **activating social tipping points** and systemic leverage points to maximize the impact of interventions and accelerate behavioural shifts.
- Using policy instruments to **reduce behavioural change barriers** relating to cost and convenience, with particular attention to vulnerable groups.
- Encouraging **sustainable public procurement** and complementary mechanisms that shift behaviours at organisational and community levels, normalising resilient and sustainable choices.

3.5 Capabilities and skills

Mid-term Insights

Pathways2Resilience demonstrates that developing capabilities and skills is essential for regions and communities to drive transformative change along the Regional Resilience Journey (RRJ). Local and regional governments benefit from networks such as ICLEI, ERRIN, and Regions4, which support peer-to-peer exchange and ensure local innovations contribute to EU-level agendas. Strengthening learning and collaboration spaces allows stakeholders to experiment, reflect, and implement innovative solutions collectively. At the same time, upskilling and reskilling support professionals and communities to meet changing needs, fostering equitable and inclusive resilience processes.

Policy Levers

Policymakers at EU level can strengthen this enabling condition by:

- **Establishing learning environments** that engage local leaders and stakeholders to identify necessary skills, invest in capacity-building programs, and cultivate safe spaces for collaboration, experimentation, reflection, and social innovation.
- **Supporting upskilling and reskilling** initiatives through regular skill-gap assessments, tailored training programs, mentorship schemes, and targeted financial support to guarantee inclusivity and equal access to opportunities.
- Strengthening networks that **connect local and regional governments**, fostering peer-to-peer exchange and ensuring local innovations and lessons are systematically integrated into EU-level policy and practice.

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3.6 Experimentation and learning

Mid-term Insights

Pathways2Resilience highlights that structured experimentation and learning are essential for effective climate adaptation. Cities and regions benefit from pilot projects, living labs, and mission-driven initiatives that create safe spaces to test solutions, generate insights, and strengthen regional cohesion. These efforts are strengthened when successful approaches are replicated and shared across contexts, allowing local actors to adapt proven models to their own realities. At the same time, using Monitoring, Evaluation, and Learning (MEL) frameworks supports reflection and adjustment of strategies, helping refine plans and improve decision-making in response to evolving challenges. Ultimately, this culture of continuous learning and sensemaking enables regions to refine every stage of the Regional Resilience Journey, from shaping a shared vision and theory of change to defining pathways, designing interventions, and reinforcing enabling conditions.

Policy Levers

Policymakers at EU level can strengthen this enabling condition by:

- **Supporting pilot projects**, living labs, and mission-driven initiatives that allow regions to test, learn, and scale innovative adaptation solutions
- **Facilitating replication programmes** and knowledge exchange across cities and regions to maximize learning and apply tested solutions in different contexts, particularly across borders and beyond country domains
- **Encouraging the use of MEL frameworks** to embed reflective adjustment, ensure evidence-based decision-making, and continuously refine strategies throughout the RRJ.

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4 Conclusion

At mid-term, insights from the RRJ show both encouraging progress and persistent gaps across the enabling conditions. To maintain momentum, targeted policy support is needed at EU, national, and regional/local levels. This chapter presents the key action points for policymakers, highlighting where interventions can most effectively strengthen the enabling conditions and accelerate the just transition towards climate resilience.

The six Key Enabling Conditions (KECs) identified by Pathways2Resilience do not function in isolation. They operate as a **systemic package of drivers** that, when advanced together, create the foundations for transformative resilience.

- **Governance** provides the structure for collaboration and accountability.
- **Finance** secures continuity and ensures ambition is matched with resources.
- **Knowledge and data** enable informed, science-based decision-making.
- **Capabilities and skills** translate ambition into operational capacity.
- **Behavioural change** mobilises communities and creates legitimacy.
- **Experiment and learning** foster innovation and adaptability in the face of uncertainty.

A timeline for EU adaptation policy

Europe stands at a critical juncture. The **European Green Deal** and the **EU Mission on Adaptation to Climate Change** have initiated an unprecedented momentum for resilience-building, with over 300 regions and communities engaged. However, mid-term insights from the RRJ show that enabling conditions are **unevenly developed** across regions, with persistent gaps in finance, governance integration, and citizen participation.

- **2025–2027 (current cycle):** The European Commission is finalising its **new Climate Resilience and Risk Management Integrated Framework**. This brief provides timely evidence to feed into the public consultation process, ensuring that local and regional realities shape the EU-wide framework. Immediate priorities include institutionalising multi-level dialogues, expanding access to data, and embedding justice criteria into funding mechanisms.
- **2027–2030 (next EU programming cycle):** As the Mission reaches its final phase, enabling conditions must be consolidated and mainstreamed into the **post-2027 EU Cohesion Policy, CAP reform, Horizon Europe successor, and Green Deal programmes and strategies**. Scaling up successful pilots, institutionalising citizen assemblies, and ensuring adaptation is a binding priority across EU funds will be critical.
- **2030 and beyond:** To align with the **European Climate Law**, resilience must be fully embedded into all EU and national strategies, with robust monitoring frameworks and financial systems that make adaptation an integral part of investment planning. The six

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KECs should form the basis of the Climate Resilience and Risk Management Integrated Framework Initiative that ensures coherence across disaster risk reduction, biodiversity, health, and economic policies.

The mid-term evidence from P2R regions shows that without targeted policy support, adaptation risks remaining fragmented, short-term, and inequitable. By contrast, when governance, finance, knowledge, skills, behaviours, and learning are reinforced together, they create a **virtuous cycle of resilience** that protects people, nature, and economies.

This policy brief therefore calls on EU, national, and regional/local policymakers to **act now**, not only to close current gaps but also to prepare for the next generation of EU adaptation policy. Doing so will ensure that Europe is on track to meet its **2030 resilience commitments** and lay the groundwork for a climate-resilient Union by mid-century.

4.1 Action points for stakeholders

Governance

- Anchor resilience in EU legislation by setting a **binding resilience goal** aligned with the Paris Agreement's Global Goal on Adaptation and the European Climate Risk Assessment (EUCRA), and embedding it into the EU Climate Law, Governance Regulation, National Energy and Climate Plans (NECPs), and future Multiannual Financial Framework (MFF).
- **Strengthen multi-level and cross-sector governance structures**, ensuring integration of resilience across adaptation, disaster risk reduction, civil protection, biodiversity, and sectoral strategies (e.g., water, agriculture, infrastructure, energy).
- **Institutionalise citizen participation** and deliberative processes, alongside regular EU-wide dialogue platforms (e.g., resilience forums such as EURESFO), to build legitimacy and ownership.
- **Establish permanent coordination mechanisms** (e.g., inter-ministerial committees, regional/local resilience task forces) to overcome silos and embed long-term accountability.

Finance and Resources

- Ensure the next MFF (2028–2034) is "climate-resilient by design," embedding resilience in performance frameworks and sectoral funding streams while avoiding maladaptation.
- Prioritise nature-positive investments that safeguard ecosystems as foundations of resilience, prosperity, and competitiveness.

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- Expand EU-level instruments (e.g., InvestEU, EIB adaptation products, Adaptation Finance Lab) to mobilise both public and private investment, supported by standardised risk disclosure and clear investment criteria.
- Provide targeted technical assistance facilities to help municipalities and regions prepare bankable projects, ensuring equitable access for small authorities.
- Improve transparency of adaptation finance through harmonised reporting and tagging mechanisms, while clarifying roles and responsibilities across public and private actors.

Knowledge and Data

- Create an integrated European adaptation data space, making datasets standardised, interoperable, and accessible across governance levels.
- Harmonise monitoring, reporting, and verification (MRV) obligations across NRRs, NAPs, Missions, and other frameworks to reduce burden and ensure consistency.
- Harness AI and digital tools, including foresight systems and digital twins, to provide actionable insights, tailored "data packs," and long-term risk modelling for local and regional actors.
- Streamline indicators across climate and related domains (e.g., health, water, disaster risk) to enhance coherence and interoperability.

Behavioural Change

- Promote awareness campaigns and participatory strategies that communicate risks in relatable terms and highlight resilience priorities.
- Apply locally led adaptation (LLA) principles to ensure communities are co-designers of resilience measures.
- Use policy instruments, including procurement rules, to remove barriers to resilient choices, particularly for vulnerable groups, and embed resilience standards (ISO, CEN, etc.) into legislation and procurement frameworks to drive innovation and comparability
- Support interventions that trigger systemic tipping points, accelerating sustainable behavioural shifts at both community and organisational levels.

Capabilities and Skills

- Embed resilience into the EU Skills Agenda, while supporting regular skills-gap assessments, training, mentorship, and inclusive upskilling programmes.
- Foster peer-to-peer exchange, innovation hubs (building on the EU Adaptation Mission and similar initiatives), and networks (e.g., ICLEI, Mission platforms) that

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enable local and regional actors to share practices, replicate solutions, and influence EU policy development.

- Invest in learning environments and safe spaces for collaboration, experimentation, and social innovation, empowering local leaders and communities.

Experimentation and Learning

- Support pilot projects, living labs, and mission-driven initiatives that allow regions and cities to test and scale innovative solutions.
- Expand replication programmes and innovation hubs (building on the EU Adaptation Mission and similar initiatives) to accelerate uptake and spread across borders.
- Institutionalise monitoring, evaluation, and learning (MEL) frameworks to ensure adaptation remains iterative, evidence-based, and responsive to emerging risks.

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5 Dissemination strategy

For the insights from Pathways2Resilience to have impact, they must reach and engage the right audiences within and beyond the Mission ecosystem. Dissemination is therefore a core enabler of transformation, ensuring that knowledge, good practices, and policy recommendations circulate effectively across EU, national, and regional and local levels. At the EU level, this includes key institutions such as the European Commission, particularly DG CLIMA, DG REGIO, and DG ENV, the Mission Adaptation Secretariat, the European Environment Agency, and the Committee of the Regions. At the national level, ministries responsible for environment, climate, finance, and sectoral policies such as agriculture, transport, and energy are central to the uptake and implementation of resilience measures. Regional and local authorities constitute the primary stakeholders at the subnational level, alongside civil society organisations and scientific partners. The Mission ecosystem and partner networks, including ICLEI, Regions4 and ERRIN, and initiatives such as the European Covenant of Mayors provide additional platforms for engagement and dissemination.

Recommendations from this policy brief will be disseminated to key EU stakeholders as indicated above. Its content will inform submissions to the call for evidence launched by the European Commission on the European Climate Resilience and Risk Management Integrated Framework Initiative, as well as other contributions such as Climate-ADAPT, Committee of the Regions consultations, the Mission Implementation Platform, COP30 and EU Presidency events.

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