



CONTRIBUTION TO

THE EUROPEAN

ACTION PLAN

FOR ADAPTATION

TO CLIMATE



CHANGE





## EDITORIAL

In 2026, the European Union will adopt a new adaptation strategy, building on the one introduced in 2021. This will be an important document: we have already observed the impact of the previous plan, notably through the widespread implementation of national adaptation plans.

Over the past five years, adaptation has become a major issue for the future of our societies. We know that stabilising the climate below 1.5 degrees Celsius globally—as planned by the Paris Agreement—is no longer feasible in the second half of the 21st century. We must therefore conscientiously prepare for this scenario, which will have significant consequences for our daily lives, the future of our agricultural production, our insurance systems, and more.

True to its mission of bringing together a diverse range of stakeholders—from local authorities to businesses, NGOs to scientists—**Climate Chance** has made European climate change adaptation a priority of its actions. In Liège, with the Walloon Government in 2024, we organised the first summit of European non-state actors entirely dedicated to climate change adaptation. This summit's success, its influence, and the relevance of the proposals discussed—that can be found in the [Liège Declaration](#)—have reaffirmed our belief in the importance of gathering and fostering dialogue among stakeholders on this major issue.

The second summit, hosted this year by the **City of Marseille**, was aimed entirely at preparing this new European strategy. The 40 thematic workshops were designed to lead to concrete proposals that correspond to the challenges and competencies of the European Union.

From this complex exercise, we are now producing a summary document intended to be useful for European institutions in defining their strategy. We have organised our proposals following the main chapters of the European strategy of 2021. This summary was prepared under the responsibility of the Climate Chance teams but was also submitted to the 300 speakers of the summit. We have tried to respect the debates, but for clarity's sake, some proposals had to be reformulated based on the interventions, and some that did not fall within European competencies were omitted. Overall, it seems coherent to us, and we now plan to present it to all relevant European institutions.

I would like to thank once again the City of Marseille, our public and private financial partners, the speakers, and participants of the summit for their commitment. It is only by working collectively that we will succeed in finding pathways to adapt to climate change.

**Ronan Dantec,**  
President of Climate Chance



**This Action Plan was realised based on the debates and contributions of the Climate Chance Europe-Africa Summit, held at the Pharo Palace in Marseille**

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## THE WORD OF THE OBSERVATORY

**T**he years go by, and unfortunately, they tend to look increasingly alike. With each release of the [European State of the Climate](#), the record for the hottest year is broken again. More than that, through its **Copernicus** meteorological monitoring network, the European Union and the ECMWF are revealing a continent facing an acceleration in extreme weather events. In 2024, 60% of Europe experienced a number of heat stress days above the average, and in the same year, 30% of European rivers and streams were affected by flooding. The cost of climate-related events is estimated at €18.2 billion for that year alone. The consequences of climate disruption are also beginning to be assessed across all sectors of daily life: whether it's transport, health, food, or construction, all areas of society are affected by the challenges of adapting to climate change – with one clear message: what is adapted today will cost less tomorrow than what is not.

With the adoption of the **Green Deal** in 2019 and the [EU Strategy on Adaptation to Climate Change](#) in 2021, the European Union has acknowledged the scale of the challenges by developing ambitious roadmaps. Since then, all Member States—who share climate competence with the Commission—have adopted a national adaptation plan and/or strategy. Research programs, tools, and funding mechanisms have been put in place to set adaptation on track. Although there is no public evaluation of this European commitment to climate change adaptation, the European Court of **Auditors**, in its 2024 [Special Report on Adaptation](#), acknowledged the strong complementarity between national adaptation plans and the EU strategy. Moreover, it praised the robustness of the European framework that has been implemented.

The proposals we are presenting, following the Marseille Summit, build on the momentum of the first Climate Chance summit dedicated to climate change adaptation, held in Liège in 2024. This summit led to the [Liège Declaration](#), which called for prioritising adaptation actions in key strategic areas. The [Europe-Africa Climate Chance Summit](#), held in Marseille on March 31st and April 1st, 2025, brought together 1,500 participants to focus on adaptation in both Europe and Africa. The forty sessions of the Summit informed the proposals presented in this document. Together, these proposals call for the integration of "adaptation reflexes" into all European policies and sectors, at a time when the European Commission is beginning the process of updating its Adaptation Strategy, and many sectoral strategic directives are due to be revised. Addressing adaptation now will also help to strengthen its prioritisation within the next EU multiannual financial framework. In this context, the restructuring of cohesion funds into national envelopes could lead to a loss of access to European expertise and financing for local stakeholders (local authorities and CSOs), even though they are responsible for implementing 90% of concrete public adaptation policies.

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## CLIMATE CHANCE

## EUROPE-AFRICA SUMMIT 2025

## "ADAPTATION: TAKING ACTION"

The Climate Chance Europe Africa 2025 Summit 'Adaptation: taking action', organised on 31 March and 1 April with the City of Marseille, brought together a wide range of non-state actors from the climate community: local governments, NGOs, businesses, researchers, youth representatives, experts, decision-makers and grassroots organisations.

Gathering 1,500 participants from over 40 different countries in Africa and Europe, it is the largest event ever organised on the issues of adaptation to climate change.

This success underlines the importance of working together on the crucial issues of adaptation, and of strengthening our collective actions and solidarity to meet the challenge. At the end of the two-day summit, participants called for collective and coordinated action to tackle the threats posed by climate change and protect people, ecosystems and the economies at local and regional level.

### *The Marseille summit was organised with the support of*

#### Public organisations



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#### Media partners



# The Proposals

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The 2021 European Strategy laid the foundation for a shared culture of climate change adaptation within the European Union. However, it remained based on differentiated scenarios regarding climate evolution in Europe, following the various IPCC assumptions. Following France's decision to adopt a reference warming trajectory for climate change adaptation, or TRACC (+4°C by 2100), the Marseille Summit engaged in extensive debate on this issue, building on the Liège Declaration.



## CROSS-CUTTING PROPOSAL

**Adopt, at the scale of the European Union, a reference climate warming trajectory, and translate it into local-level impact and vulnerability assessments in order to conduct detailed risk analysis.**

This trajectory should be based on **IPCC** scientific projections aligned with the commitments made by states under the **Paris Agreement**. Following the COP in Glasgow and the publication of nationally determined contributions, scientists estimate that global warming would reach +3°C by 2100. We propose that this trajectory be adopted across the EU, equivalent to an average increase of +4°C on the European continent, refined at the level of each Member State, while also taking into account the specificities of their outermost regions and overseas countries and territories (OCTs).



# Improving Knowledge

The Union has developed recognised research programmes and tools to monitor climate trends. Sharing and taking ownership of this work is now a central issue in designing effective public policies that are proportionate to the challenges ahead. The Union must also promote research projects focused on clearly defined strategic priorities—making full use of digital technologies and artificial intelligence—beyond simply reacting to extreme weather events.

## Our proposals for adaptation at European Union level

**Research** → In complement to the orientations of the European strategy '[Competitiveness compass](#)', the European Union must strengthen its research programs in strategic areas to support both its adaptation to climate change and its competitiveness.

**PROPOSAL** Prioritise research in several key areas: the vulnerability of Europe's critical systems; the «One Health» approach; the multiple benefits of nature-based solutions; territorial adaptation; the impact of climate change on major natural ecosystems and the oceans; the inevitable transformation of European agricultural systems; behavioural change; and gender equality.

**Meteorology** → The European Union has one of the world's most advanced meteorological analysis networks. However, of the four organisations feeding into and coordinating the **Copernicus** programme, only the European Environment Agency and EUMETSAT include all EU Member States as members. The European Space Agency and ECMWF (the main coordinator of Copernicus) include only a subset of Member States.

**PROPOSAL** Fully integrate EU and EEA Member States into the European authorities involved in the Copernicus programme—namely the ECMWF and the European Space Agency—and strengthen coordination between these bodies.

**Accessibility of adaptation-related work** → To ensure better dissemination and uptake of knowledge on climate change, it is imperative to raise awareness of the work of the **European Environment Agency**, particularly the content made available on the Climate-Adapt platform.

**PROPOSAL** Systematically translate the content of the **Climate-Adapt** platform (both pages and reports) into the EU's working languages; connect national climate change adaptation platforms to Climate-Adapt; centralise Member States' national adaptation plans on Climate-Adapt to improve visibility and comparison of national strategies at the European level; encourage cooperation with the media to disseminate adaptation content to the widest possible audience; prioritise the use of open-source software.

**Visibility of inaction costs** → In order to better guide budgetary decisions by public authorities across Europe, it is essential to highlight the savings and positive externalities generated by projects that include climate change adaptation measures.

**PROPOSAL** Encourage the development of methodologies that highlight the cost of maladaptation and inaction, in comparison with the additional costs of incorporating adaptation measures into a project, as well as the long-term savings generated over the project's lifespan. This approach should be integrated into public procurement processes at both EU and Member State levels.

**Coastal erosion and sea level rise** → Despite the accelerating rise in sea levels, no comprehensive study on the vulnerability of European coastlines has been conducted since the Eurosion project on sustainable coastal zone management (2004). The inclusion of coastal resilience issues in the new Water Resilience Strategy creates a favourable context for stepping up action in this area.

**PROPOSAL** Conduct new studies on sea-level and ocean-level rise across the territories of EU Member States, examine marine submersion phenomena, and provide evidence-based assessments of coastal erosion impacts on both oceanic and Mediterranean coastlines, as well as on the EU's outermost regions and overseas territories. Establish harmonised sea-level rise benchmarks across Europe's coastlines (including outermost regions and OCTs), drawing on the **European TRACC**.

**Agricultural resilience** → The transformation of agricultural practices in Europe is one of the key challenges for adaptation policies. The CAP must reflect this, and research programmes need to be strengthened. For example, the seed varieties currently used across Europe are generally less resilient to rising temperatures. Greater use of diverse seed varieties would enhance the adaptability of European agriculture.

**PROPOSAL** Strengthen research programmes on the evolution of agricultural practices, leading to a genuine strategy for the transformation of European agriculture, supported by the CAP. Establish a European framework that encourages participatory plant breeding research, community seed banks, and citizen seed networks.

**Youth** → The [European Union Youth Strategy](#) 2019–2027 includes 11 objectives aimed at better engaging, connecting, and empowering young people through a cross-sectoral approach. Among measures relating to employment, mental health, and participation, climate adaptation has a clear place within this strategy.

**PROPOSAL** Integrate climate change adaptation issues into the implementation of the 11 objectives of the current strategy, and make it a key pillar of the strategy that will follow.

## Our proposals for adaptation at national level

**Territorial studies and expertise** → The French Centre for Studies and Expertise on Risks, the Environment, Mobility and Urban Planning (**Cerema**) provides territories with knowledge, scientific and technical expertise, and innovative proposals. It has become a key reference body for supporting climate adaptation projects at the local level.

**PROPOSAL** Encourage all Member States to establish equivalent institutions to support local and regional authorities in developing climate diagnostics and public policies, foster coordination among these actors, and share recommendations and best practices.

**Awareness-raising** → The Union must step up its climate awareness campaigns in collaboration with Member States.

**PROPOSAL** Continue annual thematic event-based programmes, following the example of the European Year of Rail (2021), and develop more targeted awareness campaigns (e.g. on water efficiency); co-develop materials and awareness campaigns to foster a national risk culture and promote appropriate behaviours in line with the new European "Union Preparedness Strategy"; and undertake awareness-raising and training activities on adaptation for public officials at all levels of governance.

**Financing** → Public and private financial mobilisations will be at the heart of future adaptation policies. These flows differ and will continue to differ across EU countries due to varying decentralisation and insurance systems. Thorough understanding and monitoring of these financial mobilisations will be all the more strategic as national management of certain European funds—related to territorial policies or revenues from the carbon market (ETS)—is set to be strengthened.

**PROPOSAL** Strengthen the analysis and monitoring of financing, particularly their territorial mobilisation and the impacts of insurance reimbursements. Develop comparative analysis frameworks across countries.

## Our proposals for adaptation at local level

**Risk mapping** → 90% of climate change adaptation measures are implemented at the local authority level. Harmonising risk prevention and territorial development tools would therefore support decision-making by local leaders and increase acceptance among residents. In this regard, the concept of climate risk should be understood broadly (drought, scarcity, urban overheating, etc.).

**PROPOSAL** Work towards harmonising public tools for natural risk mapping across Europe by establishing a common nomenclature to ensure similar classification of natural risk exposure—similar to the energy performance certificate system—and define the required features for natural risk prevention plans. Additionally, create a dedicated fund to support the most vulnerable European local authorities in developing natural risk prevention plans.

**Innovation and research** → In order to improve coordination of initiatives carried out at the territorial level, the Union could support the creation of new stakeholder networks.

**PROPOSAL** Encourage the creation of a network of climate innovation incubators—bringing together associations, universities, and citizen groups—in each region of the Member States (including outermost regions), in collaboration with the **European Committee of the Regions** and linked to the **"Smart and Climate-Neutral Cities"** Mission. Encourage Member States to better document and map nature-based solutions (NBS) initiatives and to facilitate networks in order to develop a comprehensive European map of NBS and other adaptation solutions (such as seawater heating, "grey" actions on materials...), as well as their impacts.

**Territorial indicators** → Local decision-makers require forecasting tools to support their decisions in light of the evolving characteristics of their territories.

**PROPOSAL** Develop unified indicators for territorial adaptation and disseminate methodologies for conducting local vulnerability assessments—with short-, medium- and long-term projections; develop a European tool for climate diagnostics and forecasting tailored to municipalities; and develop adaptation action indicators to generalise their reporting, in connection with existing initiatives—making this a key objective of **the Covenant of Mayors**.

# Support policy development at all levels

Following the example of the Green Deal and the European Climate Adaptation Strategy, the Union must now make adaptation commitments tangible by harmonising frameworks, relying on networks of local actors (such as the Covenant of Mayors, the “Smart and Climate-Neutral Cities” Mission network, etc.), and taking advantage of the revision of sectoral directives to develop an “adaptation reflex” across all its areas of intervention. The Commission must ensure that the potential reallocation of funds in the next multiannual financial framework into national envelopes does not lead to excessive heterogeneity in how Member States address climate change in their policies.

## ● Our proposals for adaptation at European Union level

**TRACC & legal framework** → Beyond adopting a **single EU-wide reference warming trajectory**—adapted to European overseas territories—strengthening ecological planning at both EU and Member State levels would accelerate climate change adaptation and address climate challenges

**PROPOSAL** Adopt a single EU-wide reference warming trajectory for adaptation to climate and translate it into concrete territorial impacts; create a dedicated fund to finance adaptation measures within national adaptation plans (or consolidate existing budgets into a single financial instrument for greater clarity); and provide the European ecological planning framework with a transformational legal basis.

**Citizen participation** → Urban planning and renaturation projects demonstrate how citizen participation can enhance their long-term impact while fostering public awareness of hazard memory, risk management, and climate change adaptation.

**PROPOSAL** Develop participation mechanisms within the **Covenant of Mayors** (sharing results, exchanging best practices) to strengthen a European culture of engagement around adaptation projects, ensuring gender balance. Launch a European citizens' convention on climate change adaptation.

**Performance audit** → The 2024 special report by the **European Court of Auditors** on adaptation highlights the difficulty of tracking funds dedicated to adaptation across European mechanisms, notably within climate budgets.

**PROPOSAL** Ensure comprehensive monitoring of all investments dedicated to climate change adaptation through fund management authorities designated by Member States, which will also report amounts invested in adaptation and mitigation (GovReg), including the investments from local authorities.

**Transport** → Transport networks in Europe are increasingly vulnerable to climate change, and not all network managers have adaptation plans in place.

**PROPOSAL** Adopt a 5th Railway Package dedicated to adapting the European rail network to climate change including the implementation of an agile resilience policy and thus the re-evaluation of potentially strategic secondary lines; prioritise adaptation funding on the core axes of the Trans-European Transport Network (TEN-T).

**Gender equality** → The [European Strategy on Gender Equality](#) 2020-2025, with its Gender Action Plan, aims to integrate this approach across all European policies, reinforced by the adoption in 2025 of the 'Roadmap for Women's Rights', which is based on 8 key principles and political objectives for equality, particularly concerning employment opportunities, pay equality, political participation, and equal access to health services.

**PROPOSAL** Integrate the eight principles and objectives of this roadmap for women's rights into the future **European Adaptation Action Plan**, recognising them as key elements for building resilient societies in the face of the consequences of climate change.

**Flooding** → The 2007 [Floods Directive](#) was designed in six-year cycles, with the next cycle ending in 2027, opening a window of opportunity for a new revision.

**PROPOSAL** Include adaptation measures in the next revision of the floods directive and increase the use of nature-based solutions in risk management. Strengthening risk management at the scale of transnational river basins should also be incorporated.

**Insurance** → In response to the rising costs of extreme climate events, a reform of insurance coverage in the EU is necessary, following the [reflections of EIOPA and the European Central Bank](#) proposing a European public-private reinsurance scheme, and an EU fund for public financing of disaster management.

**PROPOSALS** Initiate discussions with stakeholders to improve climate risk coverage in Europe (e.g., a recommendation or directive to create national schemes with public-private partnerships in Member States; or a single EU-wide scheme with a European reinsurance fund); have insurers finance the engineering of the 'additional costs' of adaptation works compared to standard works, following the '**Build Back Better**' principle after a natural disaster.

## Our proposals for adaptation at national level

**Financing** → The **European Union Emissions Trading System** (EU ETS) does not directly fund adaptation but generates significant revenues. These could partially be earmarked for adaptation. Currently, only a portion of auction revenues is allocated to the Innovation Fund and the Modernisation Fund, which can support projects with adaptation co-benefits.

**PROPOSAL** Recommend that Member States earmark part of the EU ETS revenues for adaptation measures (infrastructure, agriculture, flood protection, etc.).

**Public procurement calls** → Make public procurement a key tool for adaptation by systematising the inclusion of adaptation criteria based on the EU TRACC.

**PROPOSAL** To incorporate adaptation criteria into the European directives governing the award of public contracts exceeding a certain threshold ([2014-2024/EU of 26 February 2014 on public procurement](#) and [2014-2023/EU of 26 February 2014 on the award of concession contracts](#)).

**Health** → The Scientific Advice Mechanism of the European Commission has published [independent policy recommendations](#) aimed at strengthening “One Health” governance within the EU. Climate change adaptation must include a significant health component—including mental health—and the “One Health” approach is perfectly suited to address this challenge.

**PROPOSAL** Follow the Mechanism's recommendations, notably for a harmonised definition of ‘One Health’, increased support for education, training and knowledge sharing to break down silos between human, animal and plant health professionals, as well as to improve prevention, surveillance and risk analysis actions related to health threats caused by global warming; promote cross-cutting, multidisciplinary approaches to break down barriers between urban planning, land use, health, and the environment, enabling actors to be connected and integrated into coherent systems (e.g. Health-Enhancing Urban Planning)

**Energy** → Energy transmission networks (especially electricity) are both highly strategic and vulnerable to climate change. However, not all network operators have adaptation plans.

**PROPOSAL** Encourage transport network operators who are members of the **ENTSO-e** coordination body to adopt adaptation plans (such as RTE's SDDR model), particularly within the framework of the **Connecting Europe Facility**. Ensure thorough consideration of probable changes in energy demand resulting from weather variations and adaptation behaviours.

## Our proposals for adaptation at local level

**Financing** → In light of the limited public funds allocated to local authorities and the growing needs for adaptation, new types of financing for territorial projects could be explored.

**PROPOSALS** Develop combined financing mechanisms (pooling regional funds, cohesion funds, and EIB investments).

Share adaptation costs by launching a financial instrument enabling grouped equipment procurement orders among several local authorities responsible for public transport, or joint borrowing for multiple European local authorities.

More broadly support territorial-level training programmes, such as those funded by the EIB, particularly to enable local authorities' financial teams to plan and operationalise green budgets.

Maintain direct funding windows open to local authorities and civil society organisations from Member States (including overseas territories) within the framework of the overhaul of the multiannual financial framework structure.

Promote local natural resources—especially renewable energies—to contribute to adaptation by generating budgetary leeway from the value produced by local energy.

**Nature-based solutions** → They must be regarded as central elements of any urban climate policy. Their implementation should continue both to strengthen urban resilience, improve living environments, and contribute to climate change mitigation.

**PROPOSAL** Support the implementation of nature-based solutions through dedicated European funding, harmonised technical standards, public-private partnerships, and the development of decentralised cooperation.

**Reconstruction après catastrophe** → Les collectivités ayant subi une catastrophe climatique doivent très souvent avancer les fonds pour la reconstruction avant de recevoir des subventions : c'est une charge considérable sur leur trésorerie.

**PROPOSAL** Mettre en place un mécanisme rapide d'avance de trésorerie aidant les collectivités ayant fait face à des événements climatiques extrêmes à avancer les frais de reconstruction en attendant les subventions des États membres.



# Speeding up adaptation across the board

To turn climate change adaptation into an opportunity, adaptation must be designed systematically and systemically, and therefore be at the core of economic actors' concerns. To effectively meet climate commitments, adaptation planning is essential — one that connects the European, national and local levels in order to translate climate adaptation policies and initiatives into concrete action. The Union has begun to address these issues with the adoption of the CSRD directives (climate investment reporting) and CS3D (due diligence). Today, all sectors of society must include an adaptation component.

## Our proposals for adaptation at European Union level

**Reporting and due diligence** → The European Union adopted the [CSRD Directive](#) (2022), establishing a framework for reporting companies' climate commitments (mitigation and adaptation), but its implementation has been postponed by two years. The [CS3D Directive](#) (2024) sets out a harmonised legal framework to promote sustainable and responsible behaviour within companies, but its existence is currently under threat.

**PROPOSAL** Ensure the retention of the CSRD and CS3D directives, as well as their effective implementation.

**Working conditions** → Climate change is already worsening the hardship of work in certain sectors. Harmonising protective measures would help anticipate risks.

**PROPOSAL** Enact, after consultation of the **EESC**, a European directive on working under extreme climatic conditions (high temperatures, air pollution, flooding). Specifically, impose temperature thresholds beyond which certain outdoor activities (e.g. construction, agriculture) must be adapted or suspended.

**Building standards** → The construction sector is still predominantly viewed through the lens of climate change mitigation. However, acting on building standards would facilitate choices towards more resilient buildings adapted to heatwaves. The Energy Performance of Buildings Directive still overlooks adaptation challenges.

**PROPOSAL** Integrate adaptation into the next revision of the directive; amend the European harmonised building and civil engineering standards (**Eurocodes**) to include mandatory climate adaptation criteria tailored to climate risks according to the European Reference Warming Trajectory for Adaptation to Climate Change (TRACC); ensure adaptation is incorporated in National Building Renovation Plans; and strengthen the use of bio-based and geo-based materials.

**Affordable housing** → The Commission has announced the release of its **Affordable Housing Plan** in 2026. This timeline presents an opportunity to incorporate climate change adaptation criteria.

**PROPOSAL** Make housing adaptation criteria—and their integration within urban planning designed according to climate principles, while strengthening social ties and gender equality—a core pillar of the future European Affordable Housing Plan and the European Housing Construction Strategy. This should align with initiatives supported by the **Covenant of Mayors** and the **New European Bauhaus** initiative.

**Agriculture** → The inevitable transformation of European agriculture must be anticipated. European policies, particularly the **CAP**, should be leveraged to help farmers better anticipate risks and to redefine agricultural value chains, with a focus on short supply chains and agroecology.

**PROPOSAL** Revise CAP rules in light of climate change adaptation challenges: fund vulnerability assessments of agricultural land and support farmers, both women and men, in adjusting their farming practices.

**Water resilience** → The [Water Resilience Strategy](#) adopted by the European Commission on June 4, 2025, offers a new ambitious and holistic framework (including amongst others the agriculture, industry, and building sectors) to improve water resource management.

**PROPOSAL** Ensure the effective implementation of the strategy by maintaining its cross-sectoral approach, particularly in agriculture; strengthen transboundary water governance by establishing cross-border water committees within river basins; consider adopting a binding legal framework for the rational use of water, following the forthcoming EEA report in 2026 and the 2027 review of the "[Water Efficiency First](#)" Recommendation.

## Our proposals for adaptation at local level

**Job security** → European territories are not equally affected by the current and future impacts of climate change. A greater mobilisation of Cohesion Policy funds (considering the potential nationalisation of budgets) will support the most vulnerable territories.

**PROPOSAL** Allocate a portion of Cohesion Policy funds to support employment adaptation measures in response to climate change, particularly in the most vulnerable regions or sectors.

**Social justice and protection of vulnerable groups** → The response to climate change must go hand in hand with social justice measures, particularly targeting women, young people, the elderly, and those in precarious situations.

**PROPOSAL** Develop a European strategy to be submitted to Member States for the protection of the most vulnerable populations, who are most affected by the socio-economic and health risks linked to climate change. This strategy should focus on prevention, support for affected populations, and the promotion of renewable energy as a tool to reduce energy poverty. Greater attention should be paid to integrating the principles of social justice and gender equity into national adaptation strategies. The European Social Fund should be mobilised in support of these efforts.

## Our proposals for adaptation at local level

**Urban overheating** → The urban heat island phenomenon is becoming increasingly significant across all Member States. It can result in temperature differences of 10 to 15°C compared to surrounding areas and exacerbates the vulnerabilities of populations living in poorly maintained and inadequately insulated buildings.

**PROPOSAL** Support a comprehensive strategy to combat urban heat islands, including the widespread implementation of local diagnostics and cooling actions (such as nature-based solutions and district cooling networks). This strategy should be linked to initiatives on building standards, affordable housing, protection of vulnerable populations, and the New European Bauhaus.

**Tourism** → This economic sector is highly dependent on climatic conditions. Climate change in mountainous areas particularly requires the adoption of adaptation plans to diversify uses and seasonal patterns.

**PROPOSAL** Conduct an evaluation of the implementation of **the European Tourism Agenda 2030** and the extent to which adaptation measures have been adopted by relevant stakeholders; make EU funding for tourism activities conditional on the existence of an adaptation strategy; adopt a mountain plan to strengthen the capacities of mountain municipalities (notably in engineering) to support the adaptation of the economy towards year-round tourism activities; carry out studies to better account for the impact of water overconsumption related to tourism and its consideration in the allocation of EU funds.

**Food and territories** → Complementing the structural evolution of European agriculture—with the CAP mobilised in this direction—territories have a key role to play in strengthening short supply chains, supporting sustainable food practices, and combating food waste.

**PROPOSAL** Revise the CAP rules in light of climate adaptation challenges: fund vulnerability assessments of agricultural land and support male and female farmers in adjusting their operations accordingly; support, through the **Adaptation Mission**, territorial food projects based on short supply chains and collaboration between urban and rural areas, bettering both urban supply chains and dialogue with rural territories.

**Buildings** → While the construction sector is a source of greenhouse gas emissions, it can also become a driver of accelerated climate change adaptation—provided resilience and thermal comfort criteria are integrated from the outset.

**PROPOSAL** Encourage Member States to implement the **Energy Performance of Buildings Directive** by integrating climate adaptation into building renovation plans and by adopting roadmaps for the development of heating/cooling networks; design an **ESF+**-funded programme for thermal renovation, reconstruction, and construction of public buildings; support the development of technical resources on thermal comfort; develop mechanisms to offset adaptation costs and avoid maladaptation in the building sector.



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# A solidary international agenda for adaptation

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It is no coincidence that the final part of the European Strategy on Climate Change Adaptation is devoted to international cooperation. At the Climate Chance Europe-Africa Summit held in Marseille, workshops were dedicated to the challenges of Euro-African cooperation. These efforts culminated in the Marseille Declaration, signed by over 70 European and African networks and stakeholders, emphasizing the importance and shared interest in strengthening cooperation between the two continents and outlining our proposals. This declaration forms the basis of our collective contribution to this fourth chapter.

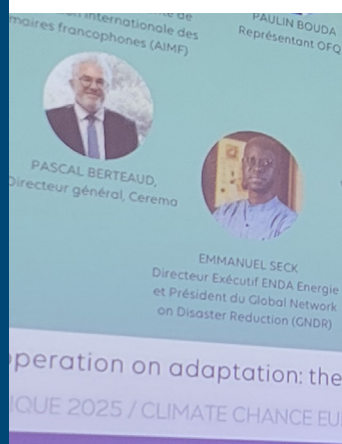


## CORE PROPOSAL

In a global context of shrinking public development aid budgets, it is essential for the EU to maintain strong financial ambition to support the African continent in facing its climate challenges.

Maintaining the overall level of development aid—and increasing the share allocated to climate adaptation projects within EU development assistance, particularly for local adaptation engineering (such as vulnerability assessments and adaptation-related additional costs)—is the foundation of our contribution. This should be pursued with a strong emphasis on territorial approaches and capacity building for local actors, especially subnational governments.

Closing plenary of the summit "Marseille Declaration: Strengthening Europe-Africa Cooperation on Adaptation" in the presence of Fatimatou Mint Abdel Malick, President of UCLG Africa, President of the Nouakchott region, Mauritania



# The Marseille Declaration

## SUMMARY

We, representatives of networks of local authorities, Indigenous peoples, civil society organisations, researchers, economic actors, and technical operators, gathered in Marseille for the Climate Chance Europe-Africa Summit on Climate Change Adaptation, are convinced that, in the current context of extreme international tensions and political polarisation, strengthening, beyond declarations, effective cooperation between Europe and Africa on climate adaptation is a tangible pathway to building a more united, peaceful, and resilient world for all, respectful of human rights and the environment.

### Key Areas for Strengthening Cooperation :

#### ➤ **Scientific Cooperation as the foundation for Addressing the Challenge of Global Warming**

Scientific cooperation must be significantly strengthened, with support for the development of African research. Academic and non-academic partnerships should be co-constructed, taking into account territorial realities and diversities.

We propose the creation of an Africa-Europe Climate Data Exchange Framework to facilitate open-access to climate risk data and enhance forecasting capabilities for African nations.

#### ➤ **Financial and Technical Solutions Combining Adaptation and Mitigation**

There can be no adaptation without global reductions in greenhouse gas emissions. We insist on the importance of greater efforts by industrialised countries to cut their emissions and provide international support to African nations for low-emission development pathways.

Certain proven actions, which generate intersectoral co-benefits and avoid maladaptation, should be particularly supported. Nature-based solutions, such as mangrove and soil restoration, which fully involve Indigenous Peoples and local communities and ensure equal participation of women at all decision-making levels, have demonstrated their effectiveness in risk reduction, CO<sub>2</sub> sequestration, biodiversity preservation, and providing new resources for local populations. We call for strengthened public and private financial and technical support for such initiatives.

#### ➤ **The Crucial Challenge of Housing Adaptation and Urban Resilience**

Building on the Climate Chance Summit Declaration of Yaoundé on Sustainable Habitats in Africa, we underscore the urgent need to adapt housing and settlements to climate

change. This requires a holistic approach integrating sustainable and circular construction practices, urban planning, risk management, and financial support.

We stress the importance of incorporating adaptation measures into the production of sustainable new buildings and renovation efforts. Traditional techniques and expertise must be valued, and training programs for sustainable and circular material production should be supported. Bioclimatic architecture is a key adaptation lever, and African-European technical and economic cooperation must be reinforced in these areas.

We highlight the importance of planning urban development, integrating informal settlements into adaptation strategies, and ensuring access to vital services (transport, water, health, food) in urban resilience efforts.

#### ➤ **The Key Role of Local Action**

Depending on the territory, priorities for action vary today because the challenges faced are also highly diverse. We therefore emphasise the importance of an approach that is as close as possible to realities on the ground. Through dialogue and collective governance, it is essential to forge shared visions rooted in local cultures, traditional knowledge, and citizen aspirations.

Cross-border challenges require specific strategies. We emphasise the importance of decentralised Africa-Europe cooperation as a valuable tool for strengthening territorial adaptation efforts. Currently, too few cooperation initiatives focus on adaptation, and a real momentum must be created in this regard.

To achieve meaningful climate adaptation, local governments must be given stronger decision-making power and the technical resources necessary for implementation. We stress the need to facilitate local government's access to funding, enabling them to reinforce their decision-making capacity and prioritise actions effectively. More broadly, all

territorial actors, including Indigenous Peoples, must benefit from this improved access to funding, allowing them to drive the transformation of their territories.

## **Mobilised Societies, Networked Actors, Especially at the Economic Level**

The responses that need to be developed in different territories to address the challenges of adaptation will only be effective if they are crafted as close as possible to the realities on the ground and the daily lives of local populations. We emphasise the importance of a participatory, inclusive, and transformative approach, closely involving residents—particularly the most vulnerable, women, youth, and Indigenous

Peoples. These responses will only be relevant if they take into account the differentiated vulnerabilities caused by social and gender inequalities.

We stress the importance of exchange and networking. We advocate for dedicated sessions on adaptation in all major meetings between stakeholders, the creation of specific tools for information dissemination, and the sharing of best practices. We therefore welcome new initiatives for collective mobilisation, such as the Alliance of Francophone Cities for Climate, in coordination with the European Covenant of Mayors initiative, the Covenant of Mayors for Sub-Saharan Africa, and the international coalition for the adaptation of African territories.

*Our common future is being shaped in our cities and territories. Africa and Europe must together champion the vision of living spaces that are viable, just, and resilient.*

## **The Marseille Declaration is supported by the following organisations:**



## GLOSSARY

**Adaptation:** Set of measures aimed at changing how societies function in order to reduce the vulnerability of natural and human systems to present and future effects of global warming.

**“Adaptation” Mission:** Mission of the Horizon Europe research and innovation programme, aiming to help 150 regions and communities become climate-resilient by 2030.

**Affordable Housing Plan:** European plan announced for 2026 to provide technical assistance to cities and Member States, including a strategy for housing construction.

**Agroecology:** Set of concepts and practices in which scientific ecological knowledge is applied to agricultural production.

**CAP (Common Agricultural Policy):** European policy aimed at ensuring food security, providing fair income to farmers, and stabilising agricultural markets. It is the EU's largest expenditure item, with a budget of €386.6 billion for the 2021–2027 period.

**Cohesion Policy:** European policy aimed at reducing wealth and development disparities between European regions. It accounts for one-third of the EU budget for the 2021–2027 period, amounting to €379 billion.

**Connecting Europe Facility:** Programme supporting investments in transport, energy, and telecommunications infrastructure projects. It integrates the EU's climate policy and has a budget of €33.7 billion for the 2021–2027 period.

**COP (Conference of the Parties):** Decision-making body of international conventions, responsible for adopting measures to achieve the objectives of the respective conventions.

**Copernicus:** EU programme for the collection and delivery of satellite data on the state of the Earth.

**Covenant of Mayors:** European alliance bringing together local and regional authorities in a voluntary commitment to energy efficiency and the use of renewable energy sources.

**CS3D (2024):** EU directive on corporate sustainability due diligence. It requires companies to establish a comprehensive process to identify, assess, and manage their negative impacts on human rights and the environment, covering their own activities, value chains, and those of their subsidiaries.

**CSRD (2022):** EU directive on corporate sustainability reporting, establishing a framework for companies to disclose information on environmental, social, and governance aspects (including adaptation).

**Decentralised cooperation:** Form of transnational cooperation involving relationships between local authorities from different countries.

**ECMWF (European Centre for Medium-Range Weather Forecasts):** Intergovernmental organisation of 22 member countries (including non-EU countries), producing weather forecasts and collecting meteorological data.

**EEA (European Environment Agency):** EU agency for the preservation and monitoring of the European environment, through the collection and provision of data from Member States.

**EESC (European Economic and Social Committee):** Consultative assembly to the EU decision-making bodies; representing employers, workers, and interest groups.

**EIB (European Investment Bank):** Financial institution of the EU Member States, it borrows on financial markets to fund projects within the Union.

**EIOPA (European Insurances and Occupational Pensions Authority) :** Independent advisory body to the EU institutions, responsible for the supervision of the European System of Financial Supervision.

**Energy Performance of Buildings Directive (2024):** EU directive setting the goal that all new buildings achieve net-zero emissions by 2030.

**ENTSO-e (European Network of Transmission System Operators for Electricity):** Association bringing together 42 electricity transmission system operators from 35 European countries.

**ESF+ (European Social Fund Plus):** EU Cohesion Policy fund aimed at supporting employment and promoting economic and social cohesion.

**EU ETS (European Union Emissions Trading System):** Market-based CO<sub>2</sub> emissions trading mechanism. Industrial installations have an annual emissions cap with emission allowances (one allowance equals 1 tonne of CO<sub>2</sub>). Companies can reduce emissions to create surplus allowances to sell or buy additional allowances, notably through auctions organised by Member States.

**EUMETSTAT (European Organisation for the Exploitation of Meteorological Satellites):** Intergovernmental organisation uniting 30 states, including 25 EU members, responsible for the establishment, maintenance, and operation of European meteorological satellite systems.

**European Committee of the Regions:** Consultative assembly to the EU decision-making bodies; composed with local and regional elected officials.

**European Green Deal:** Set of political initiatives proposed by the European Commission in 2019 aiming to make Europe climate-neutral by 2050.

**Floods Directive (2007):** EU directive establishing the framework within which Member States organise their flood risk management policies.

**GovReg:** The 2018 Governance Regulation establishes a procedure to monitor Member States' progress in reducing greenhouse gas emissions. The mechanism also includes information on adaptation and public development aid. The 2020 Implementing Regulation sets out the reporting procedure for these elements.

**IPCC (Intergovernmental Panel on Climate Change):** Intergovernmental body tasked with assessing the magnitude, causes, and consequences of climate change, composed of scientists and state representatives.

**Maladaptation:** Climate change solutions that actually increase climate vulnerability by shifting vulnerability across space or time.

**Natural hazards:** Potentially harmful effects of a dangerous natural event on infrastructure and people, varying in severity according to their level of vulnerability.

**NBS (Nature-based Solutions):** “Actions to address societal challenges through the protection, sustainable management and restoration of ecosystems, benefiting both biodiversity and human well-being.” (IUCN definition).

**New European Bauhaus:** European Commission initiative aiming to trigger a creative urban movement based on principles of sustainability and inclusivity in construction, as part of the 2020 European recovery plan.

**“One Health”:** Integrated approach aiming to optimise the health of people, animals, and ecosystems by considering their interdependencies and developing new methods for disease surveillance and control.

**Railway packages:** Sets of regulations governing railway activities within Member States, adopted between 2001 and 2016.

**Reinsurance fund:** Public or private body responsible for providing insurance to insurance companies.

**SDDR (Network Development Plan):** Strategic investment plan of the French electricity transmission system operator (RTE), notably considering the adaptation of the electricity grid to the French TRACC.

**“Smart and Climate-Neutral Cities” Mission:** Mission of the Horizon Europe research and innovation programme, aiming to support 100 cities in achieving carbon neutrality by 2030, before promoting their initiatives to all European cities by 2050.

**TEN-T (Trans-European Transport Network):** Programme for developing strategic transport infrastructure in the EU to facilitate continental trade development.

**TRACC (Reference Warming Trajectory for Adaptation to Climate Change):** Reference scenario used for all adaptation actions in France. The chosen scenario is the IPCC's global +3°C warming by 2100 (equivalent to +4°C in France).

**Water efficiency:** Measures necessary to reduce water demand by optimising resource utilisation.





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Since its creation in 2015, Climate Chance brings together all of the actors involved in the implementation of the objectives of the international Agendas on Climate, Biodiversity and Desertification, in keeping with the Sustainable Development Goals.

It is the principal international advocacy association seeking to connect all non-state actors from Europe and Africa and to carry their voices forward, working on the acceleration of local action: from local governments, businesses, and civil society organisations, to the media, researchers and citizens.

