



# CONNECTING THE DOTS

EVIDENCE THAT  
DRIVES CHANGE

November, 2025

EBRD Independent Evaluation Department



## Adapt or Perish: Evaluation Insights on Adaptation Finance

*“For every \$1 invested in climate adaptation,  
up to \$10 can be saved in avoided costs.”*

*(Global Commission on Adaptation)*

Across the world, climate-related disasters have been intensifying at an alarming pace; wildfires, floods, droughts, and heatwaves are reshaping economies, disrupting lives, straining vital infrastructure and placing mounting pressure on economies.<sup>1,2,3,4</sup> The question is no longer if we need to adapt, but whether we can adapt fast enough. Too often, policy and planning responses remain reactive, stepping in after disasters strike rather than anticipating them.

**Adapting to climate change requires mobilising financial resources at a much faster pace and on a much larger scale.** While all countries face an escalating climate crisis, the challenge is more pressing for developing countries, which are often more vulnerable to climate impacts. According to the United Nations Environment Programme's Adaptation Gap Report 2024, these countries face an annual shortfall of \$187–\$359 billion to close the adaptation funding gap. Without closing this gap, communities will face escalating losses and damages, and the costs of inaction will far exceed the investments needed today.

**Given the increasing urgency to safeguard communities and economies from the impacts of climate change, a clear understanding of what adaptation entails is more critical than ever before.**

<sup>1</sup> <https://www.bbc.com/news/articles/cvgv313e381o>

<sup>2</sup> <https://www.theguardian.com/environment/2025/jan/15/climate-whiplash-events-increasing-exponentially-around-world>

<sup>3</sup> [https://www.theguardian.com/world/commentisfree/2025/feb/15/extreme-weather-new-reality-wildfires-floods-droughts?utm\\_source=chatgpt.com](https://www.theguardian.com/world/commentisfree/2025/feb/15/extreme-weather-new-reality-wildfires-floods-droughts?utm_source=chatgpt.com)

<sup>4</sup> <https://www.ft.com/content/66b06e7d-7fa5-4b53-a4c2-55477af59649?sharetype=gift>

## Glossary of key definitions

**Adaptation:** Adjustments in ecological, social, or economic systems in response to actual or expected climatic stimuli and their effects. It refers to changes in processes, practices and structures to moderate potential damages or to benefit from opportunities associated with climate change.<sup>5</sup>

**Mitigation:** Efforts to reduce emissions and enhance sinks of greenhouse gases.<sup>6</sup>

**Adaptation finance:** Financing committed to activities that address current and expected adverse impacts of climate change and take into account country, sector, and project-specific climate vulnerability contexts. Adaptation activities are characterized by the intent to reduce risks or vulnerabilities, or to increase resilience.<sup>7</sup> This definition is operationalized through the three-step Multilateral Development Bank (MDB) adaptation finance tracking approach:

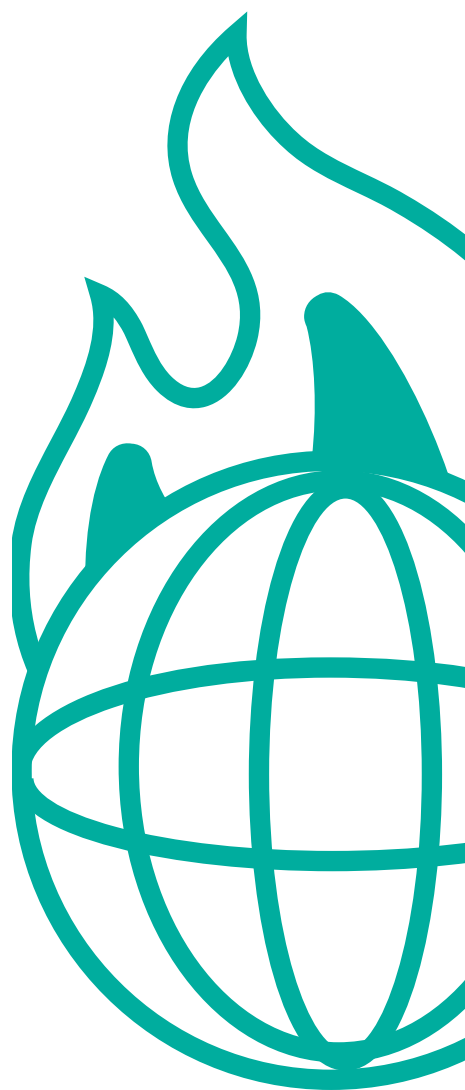
1. **Context** – establishing the climate vulnerability context based on evidence.
2. **Intent** – explicit intent to reduce climate vulnerability.
3. **Activity** – linking project activities directly to the identified climate vulnerability.

This framework provides a common basis for MDB reporting and comparability across institutions.

<sup>5</sup> UN Framework Convention on Climate Change (UNFCCC)

<sup>6</sup> UN Framework Convention on Climate Change (UNFCCC)

<sup>7</sup> Joint MDB Report on Climate Finance (2024)



# What lessons can we draw from evaluations and the wider literature about delivering climate change adaptation impact?

Drawing on evidence from 55 independent evaluations and other industry reports from 2014 and 2025, this paper explores what enables Multilateral Development Banks (MDBs), governments, and their partners to effectively design adaptation projects and deploy adaptation finance, and to turn this finance into resilience.

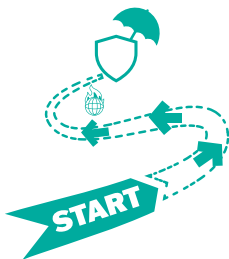
This CtD is structured around two complementary dimensions:

- The “upstream institutional enablers” which create the conditions for scaling-up adaptation finance; and
- The “downstream delivery” examining what is needed to translate adaptation finance into tangible, climate-resilient outcomes.

## Fueling resilience: 5 insights for adaptation finance

### Upstream institutional enablers

1



Scaling adaptation finance means moving beyond one-off projects to systemic and proactive approaches anchored in strong theories of change

2



Adaptation finance becomes resilient when anchored in local ownership and national strategies as it is context specific

3



Concessional and innovative finance are vital to effectively mobilize climate adaptation solutions given the longer gestation periods and unique business models for adaptation projects

### Downstream delivery

4



Adaptation finance demands highly technical expertise that many institutions still lack

5



Institutional incentives shape how much adaptation gets financed

## Building the foundations:

### Upstream enablers of adaptation finance

Scaling up adaptation finance requires MDBs, governments, the private sector, and civil society to rethink how capital is mobilised, structured, and sustained. Unlike mitigation, adaptation projects face longer time horizons, less tangible revenue streams, and greater uncertainty. This makes upstream preparation, concessional and blended finance, and alignment with country systems essential.

1

**Scaling adaptation finance means moving beyond one-off projects to systemic and proactive approaches anchored in strong theories of change.**



**Evaluations show that systemic climate adaptation is crucial for building lasting resilience, yet current efforts often fall short due to fragmented governance.<sup>8</sup>**

Evaluations warn that without a programmatic approach, enhanced strategic coherence, and cross-sectoral collaboration, it is difficult to support long-term adaptation impact. For example, the UK Climate Change Committee's *Independent Assessment of the Third National Adaptation Programme (NAP3)*<sup>9</sup> identifies a major gap in cross-government coordination, despite the inherently cross-cutting nature of climate risks, with adaptation efforts remaining siloed and poorly integrated with other national priorities. Similarly, the *Evaluation of the European Investment Bank (EIB) Support for the Water Sector (2010–2021)*<sup>10</sup> demonstrates that while many EIB water sector projects from 2010–2021 included climate proofing, the project-by-project approach limited transformative, sector-wide impact.

**Scaling adaptation finance requires moving beyond reactive approaches.** MDBs often take a reactive stance to adaptation, responding to climate shocks rather than proactively addressing climate risks and adaptation needs from the outset. The *Thematic Evaluation of Climate Change at the Inter-American Development Bank (IDB)* highlights that, during the evaluation period, IDB frequently followed business-as-usual scenarios and reacted to climate challenges as they emerged. This approach relied on historical

climate data rather than forward-looking projections, focusing on immediate and anticipated threats instead of long-term resilience. Strengthening adaptation efforts, integrating therefore requires a forward-looking perspective: one that integrates climate modelling and anticipating, anticipates future risks and prioritises preventive action over response.<sup>11</sup>

**To reflect the complexity of adaptation financing, evaluations have recommended that adaptation projects be guided by strong Theories of Change.<sup>12,13</sup>**

When thoroughly designed and grounded in local context, ToCs can help in identifying trade-offs, anticipating unintended consequences, ensuring inclusive and locally appropriate solutions, and identifying institutional pathways to maximise adaptation impact. For instance, the *Evaluation of the EBRD's Green Economy Transition Approach (2021–2025)* recommends that the Bank clearly articulates an approach to adaptation finance. This is particularly important given EBRD's private sector focus and institutional context. The evaluation calls for defining how adaptation objectives fit within the Bank's business model and for determining the most appropriate mix of instruments and projects to support adaptation.

<sup>8</sup> UK Climate Change Committee. Independent Assessment of the Third National Adaptation Programme (NAP3). 2024. <https://www.theccc.org.uk/wp-content/uploads/2024/03/Independent-Assessment-of-the-Third-National-Adaptation-Programme-NAP3.pdf>

<sup>9</sup> DEval. Evaluation of Climate Change Adaptation Measures: Portfolio and Allocation Analysis. 2019. [https://web.archive.oecd.org/derec/germany/DEval\\_2019\\_Climate\\_Change\\_Adaptation.pdf](https://web.archive.oecd.org/derec/germany/DEval_2019_Climate_Change_Adaptation.pdf)

<sup>10</sup> EIB. Evaluation of EIB Support for the Water Sector Outside the EU (2010–2021). 2022. [https://www.eib.org/attachments/lucalli/20220230\\_ev\\_eib\\_support\\_to\\_the\\_water\\_sector\\_outside\\_eu\\_en.pdf](https://www.eib.org/attachments/lucalli/20220230_ev_eib_support_to_the_water_sector_outside_eu_en.pdf)

<sup>11</sup> Inter-American Development Bank. Climate Change at the IDB: Building Resilience and Reducing Emissions. 2014.

<sup>12</sup> EBRD, Evaluation of the EBRD's Green Economy Transition Approach (2021–2025)

<sup>13</sup> IOB. Monitoring and Evaluating Mainstreamed Adaptation to Climate Change: A Synthesis Study. 2019. <https://web.archive.oecd.org/derec/netherlands/IOB-Monitoring-Evaluating-Mainstreamed-Adaptation-Climate-Change.pdf>

## Adaptation finance becomes resilient when anchored in local ownership and national strategies as it is context specific.



Experience from MDBs highlights that early in-depth engagement on adaptation with in-country stakeholders boosts country ownership and investment readiness. For instance, the Foreign Commonwealth and Development Office (FCDO)'s *Evaluation of Support to Improve Resilience in the Caribbean*<sup>14</sup> highlights the importance of building strong, trusted national-level relationships to ensure regional programming is locally owned, effective, and sustainable. In parallel, the German Institute for Development Evaluation (DEval)'s *Evaluation of Climate Change Adaptation Measures* finds that projects often experience a decline in functionality after donor exit when local engagement is lacking.<sup>15</sup> Strong country buy-in ensures policy support, budgetary co-financing, and private sector participation, while inclusive engagement reduces risks of maladaptation and boosts investor confidence.

**Evidence consistently shows that country ownership and alignment with national priorities, such as those set out in NDCs and NAPs, are critical for the success and sustainability of climate adaptation projects.** While NDCs and NAPs are vital for turning adaptation ambition into action, their quality and implementation remain uneven across developing countries due to weak data and planning systems.<sup>16,17,18</sup> DEval's *Evaluation of Climate Change Adaptation Measures*<sup>19</sup> recognizes the importance of national climate frameworks and recommends that the Federal Ministry of Economic Cooperation and Development strengthen its support for NDC implementation to make adaptation finance more responsive to country needs. In this regard, support from MDBs can play a crucial role in helping countries translate strategies into effective, investment-ready plans.

**Boosting local capacity involves strengthening national development banks so they can track and label adaptation projects, thereby improving pipeline development.** The Climate Policy Initiative's *Partnering to Finance Adaptation* report highlights how MDBs can help build the capacity of national development banks to track and label adaptation projects through knowledge exchange. It also notes that financial aggregation—coordinated via country platforms—can help overcome key barriers such as weak project pipelines, low returns on adaptation investments, and mismatched financing needs.<sup>20</sup>

**Moreover, project design and implementation for adaptation should involve not only national designated authorities and focal points, but also civil society organizations, indigenous communities, and the private sector.** The Green Climate Fund notes that an inclusive approach can mitigate implementation risks and reduce the likelihood of maladaptation.<sup>21</sup> Implementation could be via robust and inclusive stakeholder engagement policies.<sup>22</sup>

**Policy-based lending is emerging as a complementary tool to technical cooperation to support NAP processes.** DEval's *Climate Change Adaptation: Supporting Partner Countries in Implementing the Paris Agreement* notes how NDCs and NAP processes by German DC mostly revolved around technical cooperation; financial cooperation instruments were hardly used. The note recommends exploring policy-based financing to directly support NDC and NAP processes. When paired with institutional strengthening and clear policy commitments, such instruments can offer strategic leverage to drive adaptation-aligned reforms.

<sup>14</sup> Triple Line. Evaluation of FCDO Support to Improve Resilience in the Caribbean. Foreign, Commonwealth & Development Office, 2024. <https://www.gov.uk/government/publications/evaluation-of-fcdo-support-to-improve-resilience-in-the-caribbean>

<sup>15</sup> DEval. Evaluation of Climate Change Adaptation Measures. 2019. [https://web.archive.oecd.org/derec/germany/DEval\\_2019\\_Climate\\_Change\\_Adaptation.pdf](https://web.archive.oecd.org/derec/germany/DEval_2019_Climate_Change_Adaptation.pdf)

<sup>16</sup> Climate Policy Initiative. Partnering to Finance Adaptation. 2023. <https://www.climatepolicyinitiative.org/publication/partnering-to-finance-adaptation/>

<sup>17</sup> DANIDA. Evaluation of Danish Support for Climate Change Adaptation in Developing Countries. 2020. <https://web.archive.oecd.org/derec/denmark/2020ClimateChangeReport.pdf>

<sup>18</sup> IISD. Scaling Up MDB Finance for Adaptation: Issues and Opportunities. 2023. <https://www.jstor.org/stable/pdf/resrep29173.9.pdf>

<sup>19</sup> Ibid.

<sup>20</sup> Climate Policy Initiative. Partnering to Finance Adaptation. 2023. <https://www.climatepolicyinitiative.org/publication/partnering-to-finance-adaptation/>

<sup>21</sup> DANIDA. Evaluation of Danish Support for Climate Change Adaptation in Developing Countries. 2020. <https://web.archive.oecd.org/derec/denmark/2020ClimateChangeReport.pdf>

<sup>22</sup> IISD. Scaling Up MDB Finance for Adaptation: Issues and Opportunities. 2023. <https://www.jstor.org/stable/pdf/resrep29173.9.pdf>

<sup>23</sup> Climate Policy Initiative. Partnering to Finance Adaptation. 2023. <https://www.climatepolicyinitiative.org/publication/partnering-to-finance-adaptation/>

<sup>24</sup> See a description here - Schipper, 2020. Maladaptation: When Adaptation to Climate Change Goes Very Wrong. <https://doi.org/10.1016/j.oneear.2020.09.014>

<sup>25</sup> GCF. Independent Evaluation of the Adaptation Portfolio and Approach. 2023. <https://ie.u.greenclimate.fund/document/independent-evaluation-adaptation-portfolio-and-approach-green-climate-fund>

**Concessional and innovative finance are vital to effectively mobilize climate adaptation solutions given the longer gestation periods and unique business models for adaptation projects**



**Evaluations and the broader literature underscore the importance of concessional finance and innovative financial instruments to mobilise adaptation finance.**

The Grantham Research Institute at the London School of Economics notes that climate mitigation projects are typically linked to revenue-generating activities, making them more attractive to private investors. In contrast, adaptation projects—such as strengthening housing or upgrading irrigation—often lack clear financial returns, complicating efforts to mobilize private capital.<sup>23,24</sup> Challenges in quantifying adaptation benefits and pricing the cost of inaction further hinder investments. Blended finance, which strategically uses development finance to attract private capital, can help build markets by allowing investors to gain familiarity with new business models, regions, or investees.<sup>25,26</sup> However, blended finance alone cannot compensate for weak policy environments or limited data availability, both of which are essential for scaling adaptation investments.

**Concessional finance, combined with capacity building, plays a critical role in helping local financial institutions develop adaptation pipelines and reduce risks.**<sup>27</sup> National Development Banks (NDBs) play a crucial role in developing pipelines for climate adaptation projects. Their efforts are often complemented by MDBs, which provide long-term concessional finance along with technical expertise in climate finance tracking, target-setting, and integrating climate risk into financial planning. This can help strengthen the capacity of local financial actors to structure bankable green projects, thereby fostering long-term investor confidence in climate-resilient, low-carbon development in developing countries. A good practice example highlighted in the Climate Policy Initiative's report *Partnering to Finance Adaptation* is the partnership between the African Development

Bank (AfDB), the National Investment Bank of Côte d'Ivoire, and the Deposits and Consignments Fund of Benin through the African Green Bank Initiative. Through technical assistance and blended finance provided by the AfDB, the initiative supported project pipeline development, improved financial transparency, and mobilized greater investment through public development banks and climate funds.

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Concessional finance, combined with capacity building, plays a critical role in helping local financial institutions develop adaptation pipelines and reduce risks

<sup>23</sup> Grantham Research Institute. "Private Investment for Climate Change Adaptation – Difficult to Finance or Difficult to See the Finance?" London School of Economics and Political Science, 2024. <https://www.lse.ac.uk/granthaminstitute/news/private-investment-for-climate-change-adaptation-difficult-to-finance-or-difficult-to-see-the-finance/>

<sup>24</sup> Also a point in - Convergence. "Blended Finance as a Tool to Unlock Private Capital." Convergence, 2024

<sup>25</sup> Ibid.

<sup>26</sup> OECD. Climate Finance Provided and Mobilised by Developed Countries in 2016–2020. OECD Publishing, 2022. [https://www.oecd.org/content/dam/oecd/en/publications/reports/2022/09/climate-finance-provided-and-mobilised-by-developed-countries-in-2016-2020\\_7b466264/286dae5d-en.pdf](https://www.oecd.org/content/dam/oecd/en/publications/reports/2022/09/climate-finance-provided-and-mobilised-by-developed-countries-in-2016-2020_7b466264/286dae5d-en.pdf)

<sup>27</sup> Climate Policy Initiative and E3G. "MDBs and PDBs: Complementary Roles in Risk Mitigation and Pipeline Development." Climate Policy Initiative, 2024. <https://www.climatepolicyinitiative.org/publication/partnering-to-finance-adaptation/>

## Turning adaptation finance into resilience:

### Downstream delivery

Specialized skills, incentives, credible reporting and robust monitoring systems are central to ensuring that adaptation finance translates into real resilience outcomes.

Evaluations highlight some recurring challenges such as the lack of skills, the way adaptation targets are framed, the credibility of reported adaptation finance, and the persistent gaps in monitoring and evaluation (M&E) frameworks.

4

#### Adaptation finance demands highly technical expertise that many institutions still lack



**Adaptation finance is inherently location and context-specific, and several evaluations have demonstrated that it fails without the right expertise. This issue was raised by evaluations from EBRD, EIB, IFAD, and DANIDA.**<sup>28,29,30,31,32</sup> This challenge is echoed by multiple MDBs in their joint report *Lessons Learned from Three Years of Implementing the MDB-IDFC Common Principles for Climate Change Adaptation Finance Tracking*. The report underscores the difficulty many institutions face in applying the three-step approach, particularly in defining project-specific contexts of climate risk, vulnerability, and climate impacts. One factor exacerbating this challenge is limited institutional capacity and expertise.

**To bridge this gap, evaluations have recommended greater expertise from both from project originators (or technical assistance to build that expertise) and MDB staff to be able to design and deliver adaptation projects.** While the *Evaluation of EIB Support to Climate Change Adaptation* underscores the need to enhance the capacity of both EIB staff and clients to identify and prioritize climate change adaptation projects, the International Development Finance Club emphasizes that MDBs should further strengthen their institutional capacity for adaptation finance.<sup>33</sup> This

includes developing technical guidance on integrating climate risks, promoting collaboration between climate-focused and operational teams, and securing active engagement from senior management to support adaptation tracking and expertise development. These recommendations have important resourcing implications, necessitating the expansion of expertise at both headquarters and project levels.

Adaptation finance is inherently location and context-specific, and several evaluations have demonstrated that it fails without the right expertise.

<sup>28</sup> European Investment Bank. Evaluation of EIB Support to Climate Change Adaptation (2015–2020). 2021.

<https://www.eib.org/en/publications/flip/ev-report-evaluation-eib-support-climate-change-adaptation>

<sup>29</sup> IFAD. Thematic Evaluation of IFAD's Support for Smallholder Farmers' Adaptation to Climate Change. 2022.

<https://ioe.ifad.org/en/w/thematic-evaluation-of-ifad-s-support-for-smallholder-farmers-adaptation-to-climate-change>

<sup>30</sup> The Evaluation of the EBRD's Green Economy Transition Approach (2021–2025)

<sup>31</sup> DANIDA. Evaluation of Danish Support for Climate Change Adaptation in Developing Countries. 2020.

<https://web-archiv.eoecd.org/derec/denmark/2020ClimateChangeReport.pdf>

<sup>32</sup> MDB-IDFC. Lessons Learned from Three Years of Implementing the MDB-IDFC Common Principles for Climate Change Adaptation Finance Tracking. 2022.

<https://www.isdb.org/publications/lessons-learned-from-three-years-of-implementing-the-mdb-idfc-common-principles-for-climate-change-adaptation-finance-tracking>

<sup>33</sup> Ibid.

## Institutional incentives shape how much adaptation gets financed



Unless institutions embed adaptation in corporate scorecards, results frameworks, and staff incentives, finance will keep favouring “easier” mitigation deals. This was highlighted by both EBRD and EIB evaluations.<sup>34,35</sup> Adaptation is often crowded out by mitigation in MDB portfolios because mitigation projects are easier to identify and offer larger volumes. Stronger governance and accountability for adaptation finance are needed to shift MDB behaviour and ensure resources are mobilised where vulnerability is highest.

### Evaluation evidence reveals a dual credibility gap: some reported figures overstate adaptation impacts, while some genuine impacts remain unrecognized.

Adaptation outcomes are often intangible, context-specific, and data-poor, making both overstatement and understatement common.<sup>36</sup> Organisations like OXFAM warn that over-reporting, such as misclassifying loans or overstating the adaptation relevance of projects, damages trust and inflates progress.<sup>37,38,39</sup> In a similar study, Care International finds that out of \$6.1 billion in 111 adaptation finance projects it reviewed, \$2.5 billion was over-reported. Some projects included emergency loans being labelled as adaptation finance, for example.<sup>40</sup> At the same time, under-reporting hides important achievements in areas like policy dialogue and capacity building, which are harder to quantify but vital for systemic resilience.<sup>41</sup>

Adaptation targets matter, but unless they move beyond financial volumes to outcome-based metrics, they risk under-incentivising meaningful climate resilience action. Both the Evaluation of the EBRD's *Green Economy Transition Approach* and the one of *EIB Support to Climate Change Adaptation* found that while setting targets is critical to signal ambition, composite climate finance volume-based goals risk skewing incentives towards mitigation or towards projects that are easier to count but not necessarily more impactful. Composite climate targets often underplay adaptation, and even when institutions introduce dedicated adaptation targets, sometimes these tend to overlook low-cost or systemic interventions that deliver significant resilience benefits.<sup>42,43</sup> For instance, at EBRD the compound green economy financing targets do not sufficiently encourage adaptation projects, which are often complex to design and measure. To overcome this issue, the Evaluation of the EBRD's *Green Economy Transition Approach* (2021-2025) recommended EBRD adopt a distinct institutional target for climate adaptation finance structured around financial volume, the number or type of adaptation projects, or outcome-based metrics.

Along the same lines, EIB is improving adaptation finance tracking through operational guidelines, proxy methods for complex cases, and digital tools for intermediated finance.<sup>44</sup>

<sup>34</sup> European Investment Bank. Evaluation of EIB Support to Climate Change Adaptation (2015–2020). 2021. <https://www.eib.org/en/publications/flp/ev-report-evaluation-eib-support-climate-change-adaptation>

<sup>35</sup> EBRD, Evaluation of the EBRD's Green Economy Transition Approach (2021-2025)

<sup>36</sup> OECD. Climate Finance Provided and Mobilised by Developed Countries in 2016–2020. OECD Publishing, 2022. [https://www.oecd.org/content/dam/oecd/en/publications/reports/2022/09/climate-finance-provided-and-mobilised-by-developed-countries-in-2016-2020\\_7b466264/286dae5d-en.pdf](https://www.oecd.org/content/dam/oecd/en/publications/reports/2022/09/climate-finance-provided-and-mobilised-by-developed-countries-in-2016-2020_7b466264/286dae5d-en.pdf)

<sup>37</sup> Green Climate Fund. Independent Evaluation of the Adaptation Portfolio and Approach of the Green Climate Fund. Independent Evaluation Unit, 2023. <https://ieu.greenclimate.fund/document/independent-evaluation-adaptation-portfolio-and-approach-green-climate-fund>

<sup>38</sup> Oxfam. Unaccountable Adaptation: The Asian Development Bank's Overstated Claims on Climate Adaptation Finance. Oxfam in Asia, 2023. <https://asia.oxfam.org/latest/publications/unaccountable-adaptation-asian-development-banks-overstated-claims-climate>

<sup>39</sup> Oxfam. Unaccountable Accounting: The World Bank's Unreliable Climate Finance Reporting. 2022. <https://oxfamlibrary.openrepository.com/bitstream/handle/10546/621424/bp-world-bank-unreliable-climate-finance-reporting-031022-en.pdf?sequence=4>

<sup>40</sup> CARE. Climate Adaptation Finance: Fact or Fiction? CARE Climate Change, 2023. <https://careclimatechange.org/climate-adaptation-finance-fact-or-fiction/>

<sup>41</sup> DEval. Evaluation of Interventions for Climate Change Adaptation. 2023. [https://web.archive.oecd.org/derec/germany/2023\\_DEval\\_Report\\_Climate\\_Change\\_Adaptation\\_Agriculture\\_Water\\_Environment.pdf](https://web.archive.oecd.org/derec/germany/2023_DEval_Report_Climate_Change_Adaptation_Agriculture_Water_Environment.pdf)

<sup>42</sup> European Investment Bank. Evaluation of EIB Support to Climate Change Adaptation (2015–2020). 2021. <https://www.eib.org/en/publications/flp/ev-report-evaluation-eib-support-climate-change-adaptation>

<sup>43</sup> EBRD. Evaluation of the EBRD's Green Economy Transition Approach (2021–2025). 2025.

<sup>44</sup> European Investment Bank Group. Evaluation of the EIB Group Climate Bank Roadmap (2021 2025). Independent Evaluation, European Investment Bank, 22 July 2025. DOI: 10.2867/0552694

**Addressing these issues requires adopting sector-specific and context-sensitive indicators within robust monitoring frameworks that capture resilience outcomes, rather than merely tracking financial volumes or output indicators.** Many institutions lack clear guidance, consistent frameworks, and context-sensitive indicators to track adaptation results.<sup>45</sup> Where indicators exist, they often focus on outputs rather than outcomes, failing to capture deeper systemic change. Evaluations consistently call for sector-specific and context-sensitive metrics—using both qualitative and

quantitative indicators—and building coherent M&E systems that connect finance flows with real-world resilience outcomes. For example, OECD highlights metrics such as the share of agricultural land under sustainable management and productivity in climate-stressed regions. Existing frameworks like those of the UK International Climate Fund, GIIN/IRIS+ Climate Adaptation and resilience Metrics, UNEP's Land Use Impact Hub and GIZ's Repository of Adaptation Indicators,<sup>46</sup> can enhance comparability, but reliable data availability remains a key challenge.

## Conclusions:

### **MDBs must unite as a system to “step up their game” and secure a climate-resilient future through adaptation**

Evaluation evidence sends a decisive message: adaptation finance—the provision of funds specifically dedicated to activities that address both current and anticipated adverse impacts of climate change, tailored to the unique vulnerability contexts of countries, sectors, and projects—will only deliver on its promise if MDBs shift from fragmented, reactive interventions to a systemic, forward-looking approach.

Achieving this requires investing in robust impact pathways and well-defined theories of change that connect adaptation finance flows directly to measurable improvements in resilience for people, ecosystems, and economies.

Embedding adaptation activities within national systems is crucial to ensure local ownership, continuity, and lasting impact. Moreover, it is essential to deploy concessional and innovative financing instruments that de-risk investments and mobilise private capital, allowing adaptation efforts to reach the scale demanded by climate realities. This can also boost national capacities of pipeline development.

This transformation also depends on a strong investment in technical expertise—capable of interpreting climate science and translating it into practical, context-specific adaptation projects designed to address the risks and vulnerabilities of different settings.

Furthermore, institutional incentives must be recalibrated so that adaptation finance is valued as highly as mitigation within corporate scorecards and results frameworks, ensuring adaptation activities are not sidelined in favour of “easier” mitigation deals.

Ultimately, the credibility of adaptation finance hinges on closing the gap between reported financial commitments and the real-world difference made—by tracking not only how much is spent, but also the extent to which it reduces vulnerability or builds resilience.

**MDBs and their partners face a pivotal choice: to persist with piecemeal, insufficiently verified adaptation finance, or to commit to a new paradigm where adaptation finance consistently delivers climate-resilient development at scale.** The pressing question is no longer whether we can afford to invest in adaptation finance, but whether we can afford the cost of failing to do so.

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<sup>45</sup> International Fund for Agricultural Development (IFAD), in the Thematic Evaluation of IFAD's Support for Smallholder Farmers' Adaptation to Climate Change; GCF Independent Evaluation of the Adaptation Portfolio and Approach; Evaluation of EIB Support to Climate Change Adaptation; OECD Climate Finance Provided and Mobilised by Developed Countries in 2016–2020; United Nations Environment Programme Finance Initiative (UNEP FI), in Development Finance Institutions and Investors Collaborate to Advance Adaptation and Resilience

<sup>46</sup> Adaptation & Resilience Investors Collaborative (2024). Assessing Adaptation & Resilience Impact in Private Investments: A measurement framework for investors [https://assets.bii.co.uk/wp-content/uploads/2024/04/16171508/Adaptation-and-Resilience-Impact\\_A-measurement-framework-for-investors.pdf](https://assets.bii.co.uk/wp-content/uploads/2024/04/16171508/Adaptation-and-Resilience-Impact_A-measurement-framework-for-investors.pdf)

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