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**REPORT FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND
THE COUNCIL**

2025 European Union Solidarity Fund Annual Report

TABLE OF CONTENTS

Introduction	2
Applications received in 2025	2
Financing	6
Closures	8
Conclusions	11

INTRODUCTION

Article 12 of Council Regulation (EC) No 2012/2002 of 11 November 2002 establishing the European Union Solidarity Fund¹ ('the Regulation') requires the Commission to present a report on the activity of the EU Solidarity Fund ('EUSF') in the previous year to the European Parliament and to the Council. This report describes the activities of the EUSF in 2025. It summarises (i) the applications received; (ii) the financial contributions proposed and approved; and (iii) the cases closed in 2025.

In **2025**, the Commission received **six new applications** for financial contributions from the EUSF, namely from Cyprus (wildfires), Spain (one application for floods, one for wildfires), France (two applications due to cyclones) and Romania (floods). Three applications related to 'major natural disasters' and another three related to 'regional natural disasters'. All six applications were assessed and deemed eligible based on the criteria in the Regulation.

Spain (for both of its applications), France (for both of its applications) and Cyprus requested advance payments. In 2025, the Commission granted four advance payments (Cyprus (wildfires), Spain (floods), France (two cyclones) and paid a total of around EUR 131.41 million. The advance payment requested by Spain (wildfires) will be granted and paid in 2026.

The implementing decisions on the six successful applications from 2025 will be adopted in the course of 2026. Moreover, the Commission closed 18 EUSF cases in 2025.

Annex I lists the 'major natural disaster' damage thresholds applicable in 2025 for mobilising the EUSF. Annex II presents an overview of the applications received in 2025, including the relevant financial information.

APPLICATIONS RECEIVED IN 2025

The Commission received six eligible applications for a financial contribution from the EUSF in 2025. They all reached the Commission within the legal deadline of 'no later than 12 weeks after the first occurrence of damage' (Article 4(1) of the Regulation). Three applications related to 'major natural disasters' and another three related to 'regional natural disasters'.

Detailed financial tables regarding these applications can be found in Annex II to this report.

SPAIN – DANA FLOODS IN VALENCIA

Between 28 October and 4 November 2024, a storm bringing heavy rain struck the entire Valencia region in Spain, leading to severe flooding. Some 2 600 homes and an area of over 500 km² were affected. Thousands of households were left without electricity, drinking water and phone service, and significant damage was done to public infrastructure and goods. Over 170 educational establishments and more than 50 health institutions were impacted. The floods also led to 232 fatalities.

The Spanish authorities estimated the total direct damage at EUR 20.28 billion. The Commission accepted EUR 18.08 billion as plausible total direct damage. This amount exceeds the 'major natural disaster' threshold for Spain, which was EUR 3.96 billion in 2025 (EUR 3 billion in 2011 prices under Article 2(2) of the Regulation).

¹ Council Regulation (EC) No 2012/2002 of 11 November 2002 establishing the European Union Solidarity Fund (OJ L 311, 14.11.2002, p. 3).

On 20 January 2025, Spain applied for a financial contribution from the EUSF to finance emergency and recovery operations following the floods in the Valencia region in October 2024.

Spain requested the payment of an advance pursuant to Article 4a of the Regulation. The Commission concluded, on the basis of the preliminary assessment, that the conditions for paying the maximum amount allowed by the Regulation for an advance from the EUSF were met. An advance of EUR 100 000 000 was awarded by Commission Implementing Decision C(2025) 1798 of 20 March 2025. The advance was paid to Spain on 8 April 2025.

Following Commission proposal COM(2025) 855 of 3 October 2025, the budgetary authority approved a payment of EUR 946 153 691 from the EUSF to Spain. The relevant implementing decision will be adopted in 2026.

FRANCE – CYCLONE IN MAYOTTE

On 14 December 2024, the eye of cyclone Chido hit the island of Mayotte, France. The cyclone's wind gusts exceeded 180 km per hour across the territory. The cyclone also brought heavy rainfall to the island, with total estimated rainfall of between 100 and 150 mm in 12 hours. The heavy rainfall and strong winds were combined with dangerously high wave heights of 5 to 9 m, destroying all dwellings. The electricity grid and water network shut down completely and several means of crossing between the two islands of Mayotte were severely affected. Public transport and school transport services were forced to temporarily suspend or significantly reduce their operations. The cyclone also led to at least 39 fatalities.

The French authorities estimated the total direct damage caused by the disaster at EUR 3.8 billion. The Commission accepted EUR 3.6 billion as plausible total direct damage. This amount exceeds the applicable threshold for a 'regional natural disaster' under Article 2(3), second sentence, of the Regulation, which was EUR 33.47 million for Mayotte in 2025.

On 7 March 2025, France applied for a financial contribution from the EUSF to finance emergency and recovery operations following cyclone Chido on the island of Mayotte, France on 14 December 2024.

France requested the payment of an advance pursuant to Article 4a of the Regulation. The Commission concluded on the basis of the preliminary assessment that the conditions for paying an advance corresponding to 25% of the amount of the EUSF financial contribution anticipated were met. An advance of EUR 23 782 012 was awarded by Commission Implementing Decision C(2025) 3192 of 20 May 2025. The advance was paid to France on 4 June 2025.

Following Commission proposal COM(2025) 855 of 3 October 2025, the budgetary authority approved a payment of EUR 89 628 050 from the EUSF to France. The relevant implementing decision will be adopted in 2026.

FRANCE – CYCLONE IN RÉUNION

On 28 February 2025, a cyclone named Garance hit the island of Réunion, France. The cyclonic winds in some areas reached a speed of 215 km/hour and brought heavy rain and dangerous sea conditions. The cyclone heavily impacted the road network and greatly disrupted the economy. The agricultural sector, especially the cane sector, and companies

relying on tourism suffered major damage due to the cyclone. To help the population affected, 123 accommodation centres were opened for people to seek shelter. The cyclone also led to at least five fatalities.

The French authorities estimated the total direct damage caused by the disaster at EUR 849.45 million. This amount exceeds the applicable threshold for a ‘regional natural disaster’, under Article 2(3), second sentence, of the Regulation, which was EUR 216.68 million for Réunion in 2025.

On 23 May 2025, France applied for a financial contribution from the EUSF to finance emergency and recovery operations following cyclone Garance on the island of Réunion, France on 28 February 2025.

France requested the payment of an advance pursuant to Article 4a of the Regulation. The Commission concluded on the basis of the preliminary assessment that the conditions for paying an advance corresponding to 25% of the amount of the EUSF financial contribution anticipated were met. An advance of EUR 5 309 084 was awarded by Commission Implementing Decision C(2025) 5615 of 5 August 2025. The advance was paid to France on 26 August 2025.

Following Commission proposal COM(2025) 855 of 3 October 2025, the budgetary authority approved a payment of EUR 21 236 336 from the EUSF to France. The relevant implementing decision will be adopted in 2026.

ROMANIA – FLOODS

Between 26 May and early June 2025, Romania experienced several days of heavy rain, leading to flooding in the Centru, Sud Muntenia and Nord Est regions. The greatest damage was recorded at the Praid Salt Mine, where, on 27 May, flood water from the Corund River dissolved part of the riverbed, severely damaging the hydrotechnical infrastructure of the area and penetrating the salt mine. The entire salt mine was flooded with water, compromising the stability of the salt support pillars and endangering the mine’s structural integrity. In other parts of those regions, hail and strong winds caused widespread infrastructure damage. The storms also disrupted the functioning of public services and left thousands of households without electricity.

The Romanian authorities estimate the total direct damage caused by the disaster at EUR 573.59 million. According to Article 2(3), third sentence, of the Regulation, where the natural disaster concerns several regions at NUTS level 2, the threshold must be applied to the average GDP of those regions weighted according to the share of total damage in each region. The direct damage expressed as a percentage of the total weighted regional GDP of the Centru, Sud Muntenia and Nord Est regions is 1.8%. This amount exceeds 1.5% of the total weighted regional GDP of the Centru, Sud Muntenia and Nord Est regions.

On 14 August 2025, Romania applied for a financial contribution from the EUSF to finance emergency and recovery operations following the floods that hit the country on 27 May 2025. On 26 September 2025 and 24 March 2026, Romania submitted additional clarifications regarding the data and information provided in the EUSF application.

Romania did not request an advance payment.

The Commission submitted a mobilisation proposal to the budgetary authority in May 2026. Once the budgetary authority approves the proposed assistance from the EUSF to Romania, the relevant implementing decision will be adopted in 2026.

CYPRUS – WILDFIRES

During the summer of 2025, Cyprus experienced a combination of prolonged drought, extreme heatwaves and strong winds, which created the conditions for two unprecedented wildfires in the Limassol and Pafos regions in July. Thousands of residents were forced to evacuate due to the Limassol wildfires. Several schools and health establishments had to reduce their services, and close to 900 private properties were destroyed. Meanwhile, the Pafos wildfire caused serious economic losses in the agricultural sector and environmental damage, threatening the socio-economic stability of rural communities. The wildfires also led to two fatalities.

The Cypriot authorities estimated the total direct damage caused by the disaster at EUR 253.691 million. The Commission accepted EUR 252.68 million as plausible total direct damage. This amount exceeded the ‘major natural disaster’ threshold for Cyprus of 0.6% of its gross national income under Article 2(2) of the Regulation, which was EUR 170.046 million in 2025.

On 14 October 2025, Cyprus applied for a financial contribution from the EUSF to finance emergency and recovery operations following the wildfires in July 2025.

Cyprus requested the payment of an advance pursuant to Article 4a of the Regulation. The Commission concluded on the basis of the preliminary assessment that the conditions for paying an advance from the EUSF were met. An advance of EUR 2 317 465 was awarded by Commission Implementing Decision C(2025) 8276 of 3 December 2025. The advance was paid to Cyprus on 29 December 2025.

The Commission submitted a mobilisation proposal to the budgetary authority in May 2026. Once the budgetary authority approves the proposed assistance from the EUSF to Cyprus, the relevant implementing decision will be adopted in 2026.

SPAIN – WILDFIRES

During the summer of 2025, Spain experienced a combination of prolonged drought, extreme heatwaves and three waves of severe wildfires. At least 243 forest fires were recorded in 16 autonomous communities. The fires caused significant environmental, social and economic damage, destroying the livelihood of many people, especially in rural areas. Numerous people had to be evacuated from their homes. The wildfires also led to eight fatalities. This application relates to the damage caused by the third and most destructive wave of fires, which began on 8 August 2025.

The Spanish authorities estimated the total direct damage caused by the disaster at EUR 4 318.27 million. This amount exceeds the ‘major natural disaster’ threshold for Spain, which was EUR 3 958.44 million in 2025 (EUR 3 billion in 2011 prices under to Article 2(2) of the Regulation).

On 30 October 2025, Spain applied for a financial contribution from the EUSF to finance emergency and recovery operations following the wildfires in August 2025.

Spain requested the payment of an advance pursuant to Article 4a of the Regulation. The Commission concluded on the basis of the preliminary assessment that the conditions for paying an advance corresponding to 25% of the amount of the EUSF financial contribution anticipated were met. An advance of EUR 30 137 714 should be awarded by a Commission implementing decision in 2026.

The Commission submitted a mobilisation proposal to the budgetary authority in May 2026. Once the budgetary authority approves the proposed assistance from the EUSF to Spain, the relevant implementing decision will be adopted in 2026.

FINANCING

The individual amounts of assistance proposed by the Commission were calculated using the method that was decided on in 2002 and has been applied in all subsequent cases. It is based on the accepted total direct damage caused by the disaster in relation to the relative wealth of the state affected, as reflected by the threshold for a major disaster (see Annex I).

Accordingly, for ‘major natural disasters’, a progressive two-step system is applied. Under this system, the country receives a lower rate of aid of 2.5% of the total direct damage for the part of the damage below the threshold and a higher rate of aid of 6% for the part of the damage exceeding the threshold. The two amounts are added up. ‘Regional natural disasters’ and ‘neighbouring country natural disasters’ receive 2.5% of the total direct damage.

Once the European Parliament and the Council approve the mobilisation of the EUSF and made the necessary budget appropriations available in the EU budget, the Commission adopts implementing decisions awarding the assistance to the individual countries and then pays the full amount. In cases where an advance had been awarded, only the balance of the full contribution is paid. The annexes to the implementing decisions included a generic description of the intended use of the money, listed the authorities nominated by the beneficiary states to process the EUSF contribution and named the independent authority responsible for audit and control.

During the reporting period, the European Parliament and the Council, as the budgetary authority, approved nine financial contributions from the EUSF as proposed by the Commission. The Commission presented its proposals for the mobilisation of the EUSF in two groups.

- On 22 May 2025, the Commission issued a proposal² for a decision of the European Parliament and of the Council on the mobilisation of the EUSF to provide assistance to Austria, Bosnia and Herzegovina, Czechia, Moldova, Poland and Slovakia following natural disasters in 2024. This proposal was accompanied by Decision No 10/2025, which proposed to transfer EUR 270 077 316, both in commitments and payments, from the European Solidarity Reserve (‘ESR’) reserve line to the EUSF operational budget line.

The budgetary authority adopted the proposal on 9 July 2025. It awarded EUR 280 740 903 of EUSF assistance to: (i) Austria in relation to floods in September 2024; (ii) Poland in relation to floods in September 2024; (iii) Czechia in relation to floods in September 2024; (iv) Slovakia in relation to floods in September 2024; (v) Moldova in relation to floods in September 2024; and (vi) Bosnia and Herzegovina in relation to floods in October 2024. After the implementing decisions awarding the assistance were adopted, EUR 42 789 075 was paid to Austria, EUR 75 998 939 was paid to Poland, and EUR 113 979 781 was paid to Czechia in November and December 2025.

The Commission will also pay EUR 2 108 187 to Slovakia once it receives the relevant documents regarding the planned implementation arrangements from Slovakia in accordance with Article 5(1) of the Regulation and after the relevant implementing decision has been adopted. The Commission will also pay EUR 195 196 to Moldova and EUR 45 669 725 to

² C(2025) 3237 of 22.5.2025.

Bosnia and Herzegovina once the delegation agreements are signed with these countries, which are negotiating their accession to the EU, in accordance with Article 5(2) of the Regulation.

- On 3 October 2025, the Commission issued a proposal³ for a decision of the European Parliament and of the Council on the mobilisation of the EUSF to provide assistance to Spain and France following natural disasters in 2024 and 2025. This proposal was accompanied by Decision No 16/2025, which proposed to transfer EUR 927 926 981, both in commitments and payment appropriations, from the ESR reserve line to the EUSF operational budget line.

The budgetary authority adopted the proposal on 13 November 2025. It awarded EUR 1 057 018 077 of EUSF assistance to: (i) Spain in relation to floods in the Valencia region in October 2024; (ii) France in relation to the cyclone in Mayotte in December 2024; and (iii) France in relation to the cyclone in Réunion in February 2025. It is expected that the adoption of the implementing decisions awarding the assistance and the payment of the assistance will take place in 2026.

³ COM(2025) 855 of 3.10.2025.

CLOSURES

Article 8(3) of the Regulation requires the beneficiary state, within 24 months from the date of disbursement of the financial contribution, to present a report on the financial execution ('implementation report') with a statement substantiating the expenditure ('validity statement').

The Commission closed 18 EUSF cases in 2025.

Greece, earthquake in Kefalonia in 2014. The financial contribution from the EUSF amounted to EUR 3 683 320. The Greek authorities submitted the implementation report and validity statement in April 2017. Based on the information provided by Greece, the eligible expenditure amounted to EUR 3 127 724.07, which was EUR 555 595.93 less than the EUSF financial contribution. This led the Commission to find that a financial correction of EUR 555 595.93 was needed. On 31 January 2024, the Commission received a recovery of EUR 555 595.93 from Greece. The Commission found that no additional financial correction was needed, and the file was closed in June 2025.

Romania, spring floods in 2014. The financial contribution from the EUSF amounted to EUR 4 198 175. The Romanian authorities submitted the implementation report and validity statement in February 2018. Based on the information provided by Romania, the eligible expenditure amounted to EUR 1 143 565.25, which was EUR 3 054 609.75 less than the EUSF financial contribution. Furthermore, interest amounting to EUR 3 611.16 had accrued. This led the Commission to find that a financial correction of EUR 3 058 220.91 was needed. On 29 March 2022, the Commission received a recovery of EUR 3 058 220.91 from Romania. The Commission found that no additional financial correction was needed, and the file was closed in January 2025.

Bulgaria, floods in 2014. The financial contribution from the EUSF amounted to EUR 10 542 110. The Bulgarian authorities submitted the implementation report and validity statement in April 2017. Based on the information provided by Bulgaria, the eligible expenditure under the EUSF amounted to EUR 9 008 785.21, which was EUR 1 533 324.79 less than the EUSF financial contribution. Furthermore, interest amounting to EUR 48 977.22 had accrued. This led the Commission to find that a financial correction of EUR 1 582 302.01 was needed. On 22 December 2020, the Commission received a recovery of EUR 1 582 302.01 from Bulgaria. The Commission found that no additional financial correction was needed, and the file was closed in February 2025.

Romania, summer floods in 2014. The financial contribution from the EUSF amounted to EUR 4 297 775. The Romanian authorities submitted the implementation report and validity statement in April 2018. Based on the information provided by Romania, the eligible expenditure amounted to EUR 3 048 079.20, which was EUR 1 249 695.80 less than the EUSF financial contribution. Furthermore, interest amounting to EUR 5 242.90 had accrued. This led the Commission to find that a financial correction of EUR 1 254 938.70 was needed. On 29 March 2022, the Commission received a recovery of EUR 1 254 938.70 from Romania. The Commission found that no additional financial correction was needed, and the file was closed in November 2025.

Bulgaria, summer floods in Mizia in 2014. The financial contribution from the EUSF amounted to EUR 1 983 600. The Bulgarian authorities submitted the implementation report and validity statement in August 2017. Based on the information provided by Bulgaria, the eligible expenditure under the EUSF amounted to EUR 1 771 594.34, which was EUR 212 005.66 less than the EUSF financial contribution. Furthermore, interest amounting to EUR 14.81 had accrued. This led the Commission to find that a financial correction of

EUR 212 020.47 was needed. On 22 December 2020, the Commission received a recovery of EUR 212 020.47 from Bulgaria. On 24 February 2021, Bulgaria informed the Commission that due to administrative and legal proceedings, an additional EUR 11 006.22 needed to be recovered by the Commission. On 26 September 2023, the Commission received a recovery of EUR 11 006.22 from Bulgaria. The Commission found that no additional financial correction was needed, and the file was closed in November 2025.

Italy, earthquakes in 2016. The financial contribution from the EUSF amounted to EUR 1 196 797 579. The Italian authorities submitted the implementation report and validity statement in December 2019. Based on the information provided by Italy, the eligible expenditure amounted to EUR 1 473 913 724.12, which was more than the EUSF contribution. The Commission found that no financial correction was needed, and the file was closed in June 2025.

Greece, earthquake on the island of Lesbos in 2017. The financial contribution from the EUSF amounted to EUR 1 359 119. The Greek authorities submitted the implementation report and validity statement in October 2020. Based on the information provided by Greece, the eligible expenditure amounted to EUR 1 182 470.22, which was EUR 176 648.78 less than the EUSF financial contribution. This led the Commission to find that a financial correction of EUR 176 648.78 was needed. On 27 September 2024, the Commission received a recovery of EUR 176 648.78 from Greece. The Commission found that no additional financial correction was needed, and the file was closed in June 2025.

Latvia, floods in 2017. The financial contribution from the EUSF amounted to EUR 17 730 519. The Latvian authorities submitted the implementation report and validity statement in December 2020. Based on the information provided by Latvia, the eligible expenditure amounted to EUR 19 291 264.19, which was more than the EUSF contribution. The Commission found that no financial correction was needed, and the file was closed in January 2025.

Spain, wildfires in Galicia in 2017. The financial contribution from the EUSF amounted to EUR 3 228 675. The Spanish authorities submitted the implementation report and validity statement in July 2020. Based on the information provided by Spain, the eligible expenditure amounted to EUR 3 885 001, which was more than the EUSF contribution. The Commission found that no financial correction was needed, and the file was closed in June 2025.

Lithuania, floods in 2017. The financial contribution from the EUSF amounted to EUR 16 918 941. The Lithuanian authorities submitted the implementation report and validity statement in October 2020. Based on the information provided by Lithuania, the eligible expenditure amounted to EUR 16 916 736.24, which was EUR 2 204.76 less than the EUSF financial contribution. This led the Commission to find that a financial correction of EUR 2 204.76 was needed. On 25 September 2024, the Commission received a recovery of EUR 2 204.76 from Lithuania. The Commission found that no additional financial correction was needed, and the file was closed in June 2025.

Italy, extreme weather in 2018. The financial contribution from the EUSF amounted to EUR 277 204 595. The Italian authorities submitted the implementation report and validity statement in May 2022. Based on the information provided by Italy, the eligible expenditure amounted to EUR 291 657 411.82, which was more than the EUSF contribution. The Commission found that no financial correction was needed, and the file was closed in September 2025.

Spain, extreme weather event in 2019. The financial contribution from the EUSF amounted to EUR 56 743 358. The Spanish authorities submitted the implementation report and validity

statement in November 2022. Based on the information provided by Spain, the eligible expenditure amounted to EUR 62 034 794.45, which was more than the EUSF contribution. The Commission found that no financial correction was needed, and the file was closed in June 2025.

Italy, COVID-19 pandemic in 2020. The financial contribution from the EUSF amounted to EUR 76 271 930. The Italian authorities submitted the implementation report and validity statement in June 2023. Based on the information provided by Italy, the eligible expenditure amounted to EUR 86 250 000 and no irregularities were found. The Commission found that no financial correction was needed, and the file was closed in November 2025.

Austria, COVID-19 pandemic in 2020. The financial contribution from the EUSF amounted to EUR 31 755 580. The Austrian authorities submitted the implementation report and validity statement in December 2023. Based on the information provided by Austria, the eligible expenditure amounted to EUR 42 368 657.03 and no irregularities were found. The Commission found that no financial correction was needed, and the file was closed in July 2025.

Romania, COVID-19 pandemic in 2020. The financial contribution from the EUSF amounted to EUR 13 926 870. The Romanian authorities submitted the implementation report and validity statement in October 2023. Based on the information provided by Romania, the eligible expenditure amounted to EUR 19 148 310.58 and no irregularities were found. The Commission found that no financial correction was needed, and the file was closed in July 2025.

Croatia, COVID-19 pandemic in 2020. The financial contribution from the EUSF amounted to EUR 7 618 270. The Croatian authorities submitted the implementation report and validity statement in December 2023. Based on the information provided by Croatia, the eligible expenditure amounted to EUR 7 618 270 and no irregularities were found. The Commission found that no financial correction was needed, and the file was closed in September 2025.

Germany, COVID-19 pandemic in 2020. The financial contribution from the EUSF amounted to EUR 29 147 795. The German authorities submitted the implementation report and validity statement in December 2023. Based on the information provided by Germany, the eligible expenditure amounted to EUR 2 079 000 000 and no irregularities were found. The Commission found that no financial correction was needed, and the file was closed in July 2025.

Luxembourg, COVID-19 pandemic in 2020. The financial contribution from the EUSF amounted to EUR 2 857 025. The Luxembourg authorities submitted the implementation report and validity statement in October 2023. Based on the information provided by Luxembourg, the eligible expenditure amounted to EUR 5 064 900 and no irregularities were found. The Commission found that no financial correction was needed, and the file was closed in January 2025.

CONCLUSIONS

In 2025, Europe remained the fastest-warming continent, with over 95% of the continent recording above-average temperatures and was marked by a range of extreme events, from widespread drought in spring and summer to heatwaves from the Mediterranean to the Arctic Circle, wildfires in southern Europe and storms across the continent⁴.

Eastern continental Europe endured prolonged periods of heavy rainfall followed by intense drought, triggering devastating floods. Similarly to previous years, southern Europe faced persistent droughts, record-breaking heatwaves and rampant wildfires. The French outermost territories of Mayotte and Réunion were particularly exposed and damaged by successive cyclones due to their geography. The resulting destruction – including widespread damage to homes and critical infrastructure – devastated the lives and livelihoods of thousands of Europeans. These events underscored the critical need for robust climate adaptation and mitigation measures to be implemented across Europe.

Thanks to its increased budget from 2024 onwards, the EUSF was better able to assist national reconstruction and recovery efforts in countries hit by natural disasters, by providing the aid amounts calculated based on the agreed methodology to be paid in full.

Additionally, the EUSF helped the regions affected to quickly resume their economic and social activity by repairing and restoring critical infrastructure while reducing the financial burden on national and local governments.

To conclude, the number of applications for assistance and the increased pressure on the EUSF budget confirm the high need for the Fund's support.

⁴ [European State of the Climate Report 2025 | Copernicus](#).