

# From Strategic Framework to Implementation:

Climate-Resilient Mobility  
in the Western Balkans

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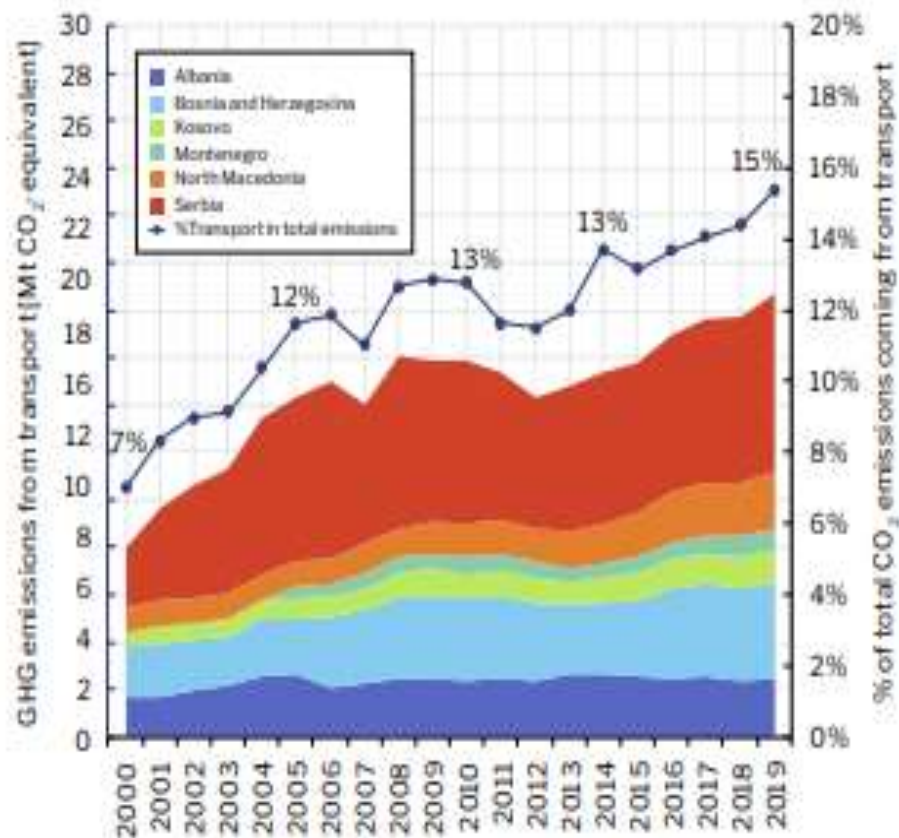
WB Adapt Regional Conference - Climate-Resilient Urban Mobility: SUMP 3.0 – From National Policies to Local Implementation

Podgorica | 14 October 2026

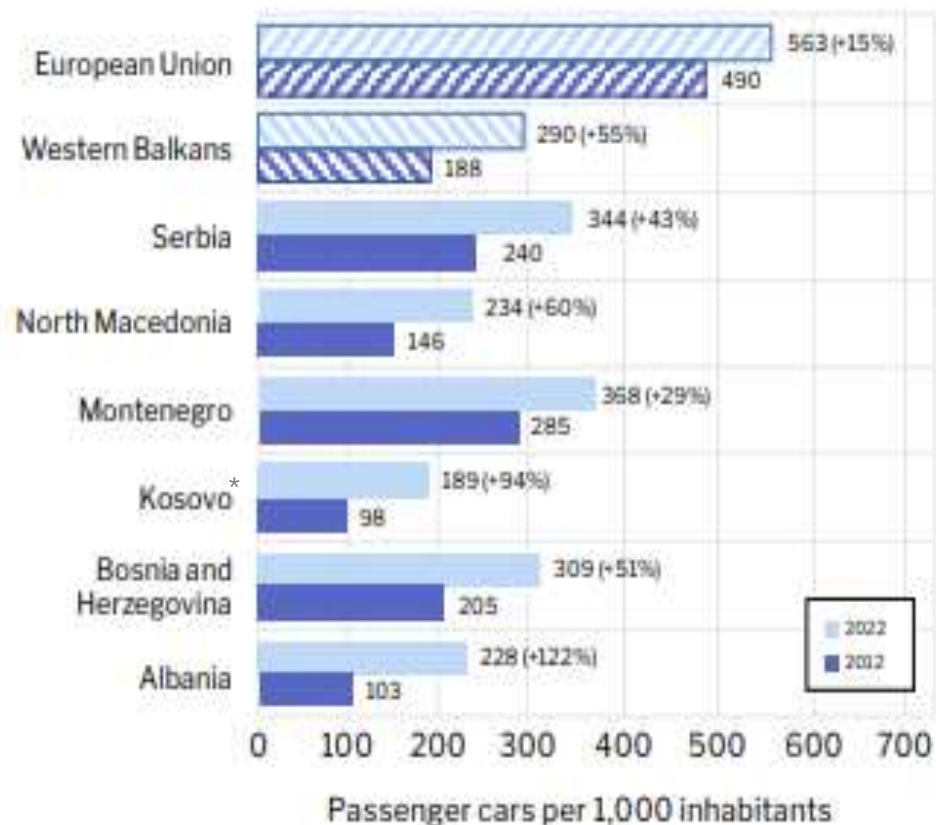
- Why climate resilience matters for mobility
- EU framework: TEN-T Regulation, Urban Mobility Framework & new SUMP Guidelines
- TCT & Western Balkans context
- State of play: SUMP progress and gaps across the region
- From framework to action — setting the scene for Panel 1

# Climate change

GHG Emissions from Transport by Regional Partner



Western Balkans Motorization Rates 2012-2022

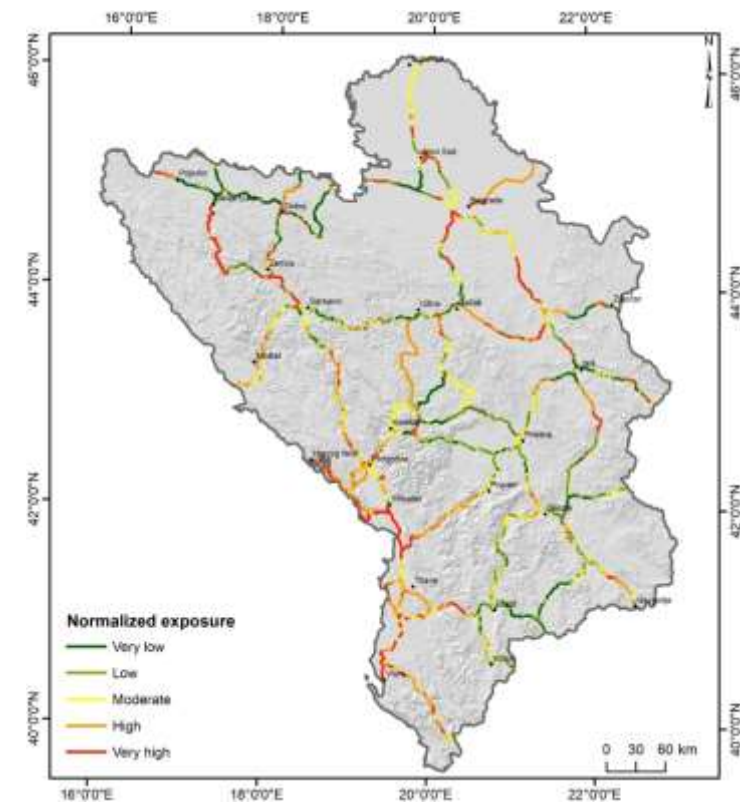


Source: World Bank, Policies to Improve the Environmental Performance of Road Vehicles in the Western Balkans, 2024

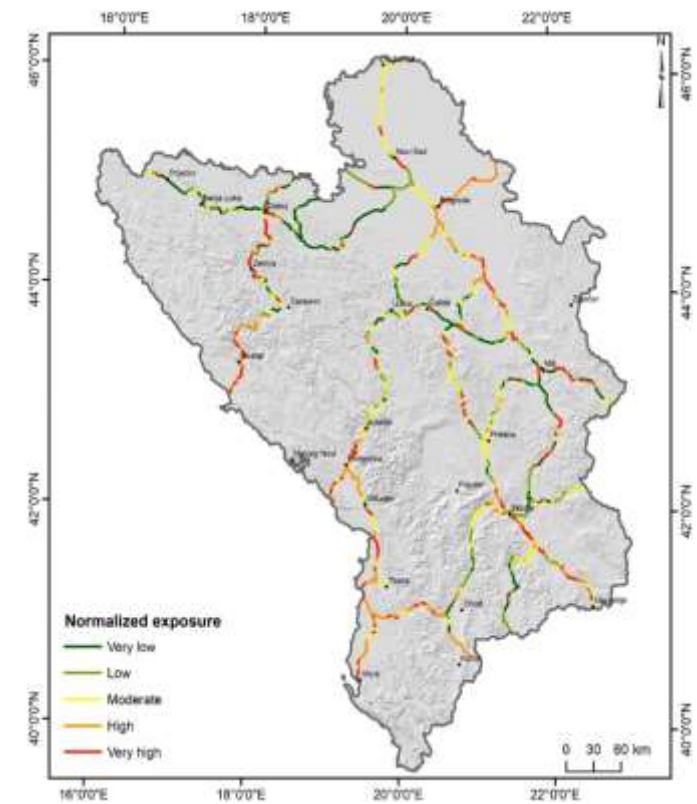
\* This designation is without prejudice to positions on status and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

# Road and Rail Multi-Hazard Exposure

## Road Network



## Rail Network



# Why Climate Resilience in Mobility?

The evidence from the Western Balkans

## CLIMATE RISKS ARE NOW

### TRANSPORT DISRUPTIONS

44% of TEN-T roads in WB: high/very high vulnerability to climate hazards (by 2030)

43.5% of TEN-T railways: similarly exposed to landslides, floods, snowdrift

Jablanica floods (Oct 2024): rail traffic standstill for 4 months in BiH

Extreme precipitation events — not averages — are the critical driver

44%

TEN-T roads  
high/very high  
vulnerability

43.5%

TEN-T rail  
high/very high  
vulnerability

4 months

Rail standstill  
after Jablanica  
floods 2024

0

WB national  
transport  
adaptation strategies

# The evidence from the Western Balkans

## Bosnia & Herzegovina

### 2014 FLOODS

Record rainfall affected **1 million people**. Transport and communications sector damages:

**€261.76M**

EC / World Bank assessment

### 2024 FLOODS

Roads, bridges, railways, embankments, culverts, flood protection & municipal infrastructure:

**€144M direct**

Infrastructure = 45% of total damages

## Serbia

### 2014 FLOODS

Affected **16 million people**. Total disaster damage estimated at **€1.7 billion**. Transport sector losses:

**€166M**

World Bank / EC damage assessment

## North Macedonia

### 2016 FLOODS

Heavy rains and flash flooding across corridor and urban areas:

**€22M**

in damages

**€4M**

in losses

EC / UNDP assessment

Three flood events · three economies · transport infrastructure

**~€594M in damages & losses**

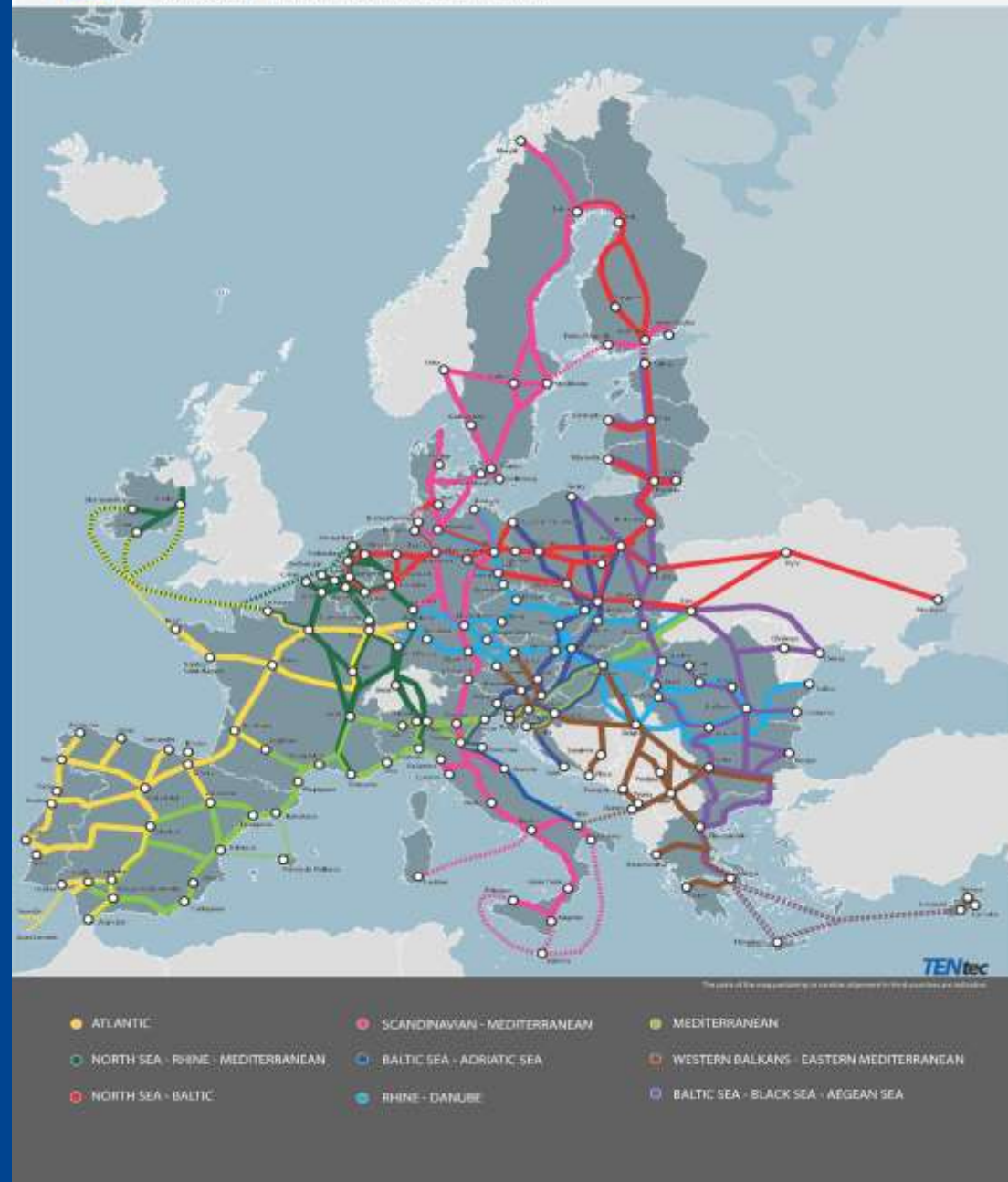


European  
Commission

EUROPEAN TRANSPORT CORRIDORS  
TRANS - EUROPEAN TRANSPORT NETWORK



# EU framework: TEN-T Regulation, Urban Mobility Framework & new SUMP Guidelines



# EU Policy Framework: Climate-Resilient Urban Mobility

## EU Urban Mobility Framework

### Para 9 — Vision

"The transition to safe, accessible, inclusive, smart, resilient and zero-emission urban mobility requires a clear focus on active, collective and shared mobility."

### Para 5 — Resilience mandate

COVID-19 underlined the need to emerge from the crisis with "a more resilient, smarter and more sustainable urban mobility system".

### §2.2 — SUMP & SECAP link

"Commission will ... encourage cooperation with the European Covenant of Mayors on alignment of SUMP and Sustainable Energy and Climate Action Plans (SECAPs) instruments."

### Para 16 — Climate synergies

"SUMPs help to address mobility challenges for the entire functional urban area, including synergies with spatial, energy and climate plans."

### §2.8 — Climate-neutral cities

Section title: "Towards climate-neutral cities: resilient, environmentally friendly and energy-efficient urban transport."

## SUMP Guidelines 3rd Edition

### Definition

SUMP = "a strategic plan designed to satisfy the mobility needs of people and businesses in and around the city for a better quality of life."

### Principle ① — Climate mandate

"Meet sustainability, climate protection and resilience requirements." — Explicit SUMP goal in all plans.

### SECAP alignment

SUMP listed alongside SECAP as a voluntary European-level planning instrument; cities encouraged to align both plans.

### TEN-T mandate

"By 2027, each urban node must adopt a SUMP." — 431 TEN-T urban nodes required; TEN-T Regulation entered into force July 2024.

### Structure — 4 phases / 12 steps / 32 activities

Phase 1: Preparation & Analysis → Phase 2: Strategy Development → Phase 3: Measure Planning → Phase 4: Implementation & Monitoring.

The European Union's strategies highlight the importance of integrating resilience into urban mobility planning to address vulnerabilities and ensure continuity in transport services. SUMPs offer a framework to implement resilience measures, identifying critical transport infrastructure, addressing social inequalities, and leveraging sustainable modes for improved resilience. By following SUMP principles, cities can proactively plan measures and track their impact using relevant indicators.

## KEY RESILIENCE ARTICLES

### Art. 4

General objectives include improving transport infrastructure resilience against disruptions and climate change across the TEN-T network

### Annex V

SUMPs must address resilience, air quality, safety, multimodality and accessibility as mandatory thematic areas

### Art. 46

RESILIENCE: Member States must ensure climate security and resilience are taken into account when projects are planned and implemented. Climate proofing required where EIA applies.

### Art. 49

LIFE-CYCLE MAINTENANCE: Infrastructure must maintain level of service and safety over its lifetime — long-term maintenance plans required

### Art. 54

CORRIDOR WORK PLANS must include analysis of possible climate change impacts on corridor infrastructure — binding on European Coordinators

SUMP obligation for urban nodes: Annex V + implementing act (by July 2025) · Deadline: 31 December 2027

## EC CLIMATE PROOFING GUIDANCE (2021–2027 MFF Infrastructure)

### Step 1 Screening

Determine if the project is climate-sensitive. All TEN-T projects: automatic screening. Classifies project as sensitive or not sensitive.

### Step 2 Climate risk assessment

Identify relevant hazards (floods, heat, extreme precip., landslides, sea surge). Use IPCC RCP4.5/8.5 scenarios to 2050/2100.

### Step 3 Vulnerability assessment

Assess exposure and sensitivity of infrastructure. Estimate disruption duration and economic impact of residual risk.

### Step 4 Adaptation options

Design-in measures or build no-regrets adaptations. Cost-benefit analysis of alternatives. Document in DEIA / EIA

# TCT & Western Balkans context

## Strategic documents

- **Transport Community Treaty** obliges all 6 RPs to implement TEN-T Regulation — incl. Art. 46 climate proofing and the SUMP obligation for urban nodes (deadline 2027)
- **Sustainable & Smart Mobility Strategy (SSMS 2021)** — Flagship 3: sustainable urban mobility & Resilient mobility objective (Flagships 8-10)
- **Green Mobility Declaration, Sarajevo 2024** — political commitment to sustainable and resilient mobility with novel emphasis on SUMP
- **TEN-T network** —prioritization of climate proofed infrastructure and new urban nodes definition
- **TCT Next-Generation Action Plans 2025–2027**
- **SUMP Policy Framework & Roadmap, June 2026** — developed with GIZ, NALAS
- **Clean Bus & Clean Fleet initiative** — connecting national and local levels

**TCT is the bridge between EU policy obligations and Western Balkan implementation.**



Progress is real — but gaps remain structural

## ✓ WHAT EXISTS

### State of Play Across the Six Regional Partners

**Albania:** Building Resilient Bridges Programme and climate-resilient road infrastructure investments.

**Bosnia and Herzegovina:** Road rehabilitation and reconstruction needs following extreme flooding, including the 2024 Jablanica disaster.

**Kosovo:** Integration of climate resilience into transport planning and infrastructure investment priorities.

**Montenegro:** Forthcoming Transport Development Strategy to introduce climate-resilient infrastructure requirements; resilience measures included in the State Roads Programme until 2028.

**North Macedonia:** Climate-resilient road design guidelines and integration of climate considerations into infrastructure planning. The draft Law on Climate Action, introduces legal provisions for natural hazard management and adaptation.

**Serbia:** Road Weather Information System and climate-related infrastructure monitoring.

**Regional:** Climate risk assessments and proofing are increasingly incorporated into major investment projects, particularly those supported by the EU, EIB, EBRD, and WBIF, including road rehabilitation and railway modernisation,

Progress is real — but gaps remain structural

## ✓ WHAT EXISTS

### State of Play Across the Six Regional Partners

#### Regional Cooperation

Climate-resilience cooperation between road and railway infrastructure managers.

Stronger coordination on risk assessment, information exchange, emergency response and climate-proofing of TEN-T investments.

#### Urban-Level Initiatives

Development and implementation of SUMPs across Western Balkan cities.

Public transport modernisation, clean bus fleets and improved walking and cycling infrastructure.

GIZ/WB Adapt support for climate-resilient urban mobility planning and implementation.

Transport Community Clean Bus Platform and regional cooperation on sustainable urban mobility.

## ✗ STRUCTURAL GAPS

No RP has a dedicated transport sector climate adaptation strategy

Institutional fragmentation between transport, environment and spatial planning

Fragmented responsibilities between national and local authorities.

No mandatory SUMP legislation in any RP — mostly donor-driven

Climate resilience chapters: largely absent from 1st-gen SUMPs

Zero national SUMP support programmes (NSSPs) adopted in any RP

Limited integration of climate-risk assessments into urban mobility and infrastructure planning.

Insufficient technical capacities and dedicated financing mechanisms.

Continued reliance on individual projects rather than systematic, long-term programmes.

# From Framework to Action

## Setting the Scene for Panel 1

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### For cities

How do you embed climate resilience into a SUMP without a national mandate or dedicated budget line?

### For national governments

What institutional changes are needed to move from donor-driven pilots to systemic, law-based resilience measures adoption?

### For all

How do we sequence support so that resilience becomes a conditionality, not an afterthought, in transport investment?